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AN ANALYSIS OF SUMMER YOUTH DEMONSTRATION PROGRAMS, 1966.

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SUMMER YOUTH EMPLOYMENT PROGRAMS ARE DESIGNED TO (1) OFFER YOUTH WHOLESOME, INCOME-PRODUCING ACTIVITY WHILE THEY ARE OUT OF SCHOOL, (2) GIVE THEM THE OPPORTUNITY TO BECOME ACQUAINTED WITH JOBS AND WORK, (3) LET THEM EXPLORE VOCATIONAL POSSIBILITIES, AND (4) TEACH THEM SOMETHING OF THE EXPECTATIONS AND REQUIREMENTS OF EMPLOYERS, AS WELL AS THEIR RESPONSIBILITIES AS EMPLOYEES. THIRTEEN PROJECTS FUNDED UNDER THE MANPOWER DEVELOPMENT AND TRAINING ACT WERE STUDIED IN ORDER TO IDENTIFY TECHNIQUES AND METHODS WHICH MIGHT BE OF BENEFIT TO FUTURE PROGRAMS AND PLANNING. ANALYSES ARE INCLUDED FOR (1) THE SUMMER COMMUNITY YOUTH WORK PROGRAM, PITTSBURGH, (2) SHORT-TERM PROGRAM FOR 17- AND 18-YEAR-OLD DROPOUTS, CLEVELAND, (3) PROJECT IDENTITY, FOR YOUTH WHO HAD VIOLATED PROBATION, DETROIT, (4) PROJECT FIT (FRANCHISE INDUSTRY TRAINING), BOSTON COLLEGE, (5) COMMUNITY ACTION FOR YOUTH, CLEVELAND, (6) SUMMER YOUTH DEVELOPMENT PROJECT, KANSAS CITY, (7) SUMMER STUDENT EMPLOYMENT PROGRAM, ST. LOUIS, (8) SUMMER YOUTH EMPLOYMENT PROGRAM, CHARLESTOWN, MASSACHUSETTS, (9) PROJECT EXPLORATION, DETROIT, (10) SUBURBAN TRANSPORTATION, WASHINGTON, D.C., (11) PROJECT TIDE (TESTING, INFORMATION GIVING, DISCUSSION, AND EVALUATION), WASHINGTON, D.C., (12) COMMUNITY CONSERVATION CORPS PROJECT, LOS ANGELES, AND (13) OPERATION ENCOURAGEMENT, CHICAGO. (FS)

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An Analysis of
Summer Youth Demonstration Programs
1966

by

A. L. Nellum and Associates

for

The Office of Manpower Policy, Evaluation and Research
U.S. Department of Labor

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I. Introduction

The Office of Manpower Policy, Evaluation and Research (OMPER) of the U. S. Department of Labor, contracted for A. L. Nellum and Associates to assess selected Summer Youth Demonstration Projects to identify those innovative project activities which appeared worthy of further consideration for future manpower programming. It was our intent not to evaluate the operation of individual projects, but to review those techniques and methods which might be of benefit to future programs and planning.

Due to the pressures of time and the investigators' own inclinations, we did not attempt statistical analyses and comparisons. Our assignment involved a search of existing programs for useable techniques, and the study design included: a) a review of project proposals, contracts, records and other documents; b) interviews with project administrators, staffs, enrollees, and other persons in the respective communities; and c) observation of the various project activities in operation. In short, we sought to determine what was accomplished and how it was accomplished.

It was decided that 13 of the thirty-three summer youth demonstration projects funded by OMPER under its experimental and demonstration authority under the Manpower Development and Training Act would be studied. These projects were selected by OMPER's Office of Special Manpower Programs (which developed these projects) on the basis of uniqueness of design and program, staff capability, and the comprehensiveness of goals and objectives.

These projects were:

Action Housing, Inc. Pittsburgh, Pennsylvania	Summer Youth Community Work Program
Archdiocese of Cleveland Cleveland, Ohio	Skill Elevation and Vocational Experience Project
Archdiocese of Detroit Detroit, Michigan	Project Identity
Boston College Chestnut Hill, Massachusetts	Franchise Industry Training Project
Community Action for Youth, Inc. Cleveland, Ohio	Summer Volunteer Program
Diocese of Kansas City - St. Joseph Kansas City, Missouri	Summer Youth Development Project

Jewish Employment and Vocational Service St. Louis, Missouri	Summer Student Employment Program
JFK Family Center Charlestown, Massachusetts	Summer Youth Employment Program
Mayor's Youth Employment Program Detroit, Michigan	Project Exploration
United Planning Organization Washington, D. C.	Demonstration Transportation Project
United States Employment Service U. S. Department of Labor Washington, D. C.	Project TIDE
Watts Labor Community Action Committee Los Angeles, California	Community Conservation Corps Project
YMCA of Metropolitan Chicago Chicago, Illinois	Operation Encouragement

Following conferences with OMPER Special Programs staff to discuss the projects, members of our investigating teams analyzed project proposals, contracts and interim reports for the purpose of identifying those activities which were of interest. After conducting appropriate conferences and interviews in the field, and observing the project in action in the case of those still operating, the staff teams then compared project-idea with project-implementation to further assess and refine the usefulness of these "innovative activities" to future programs. Before leaving the community, investigators met with project administrators for the purpose of sharing with them the results of our findings and suggesting those points to be highlighted in the project's final report. Staff investigating teams were composed of two or three persons, who spent one or two days in the community, dependent upon the project's size and complexity. While a much more thorough study could have been done, it should be pointed out that the length of the project contracts made it necessary to complete the reviews in a period of three months. Time was an important factor not only in our analytic effort, but in the development and implementation of the projects we reviewed. In each project the administrative staff stressed that the late negotiation of the summer demonstration efforts (all were contracted for in June or even as late as July) permitted too little time for full and effective development of the program. This problem had a double effect: they had to get organized and underway in too little time; and then

once started, they had too little time to work with their thesis, since most of the projects only lasted three months.

The following report, then, contains a statement of our major findings as a result of the total experience and field reports on each of the separate projects which include some discussion of outstanding features and recommendations for strengthening same. The final section deals with alternatives and conclusions to be drawn from the study and the applicability of certain approaches in future programs and planning.

II. Major Findings and Program Experiences

While few of the programs reviewed in this study were in themselves "innovative," each experimented with a new approach (or combination of approaches) and, as a result, produced a good deal of information which should be of value to future demonstrations and programs. Some dealt with special techniques, such as the use of nonmonetary rewards; others attempted to add new dimensions to on-going programs, group counseling of the type used in the JFK Center project and the summer remedial clinics as attempted in Project PEACE; and still others (The Watts Labor Action Project and the UPO Transportation Program) were designed as models.

Among the important lessons to be gleaned from the total experience are the following:

A. Staff. Given the time in which they had to recruit staff, most of the projects did well in their selections. However, in future programming, sufficient time should be allowed for staff selection, orientation and training.

1. Based on the experiences of these projects it can be said that certain types proved particularly effective as summer project staff. This was probably due to their prior training and experience; short-term availability; knowledge of youth and how to deal with them; and understanding of the functions to which they were assigned. Among these were: high school teachers on summer vacation, college students; indigenous adults on seasonal layoffs, and athletes.

   Probably the most effective staff persons encountered were those who were selected not just because of their ability to perform, but also because of their ability to serve as role-models for the program's participants.

2. Investigators recognized interesting by-products resulting from the use of high school teachers and counselors in these programs. Many of them were better able to understand and communicate with youngsters as a result of their experiences in the programs and those doing job development, placement and counseling were much more knowledgeable about the labor market and the problems confronting youthful job seekers as a result of these efforts.

3. Several projects experimented with youth as job developers, interviewers, etc. and found them to be as productive as adult staff members.

4. Other projects showed real ingenuity in the kinds of staff hired. For example, Action Housing in Pittsburgh used architectural students to supervise the development of play lots; Detroit's program for parole violators used vacationing seminary students as counselors; and in St. Louis, the use of athletes to promote jobs and interpret the project to local industry was found to be effective.

B. Recruiting

1. Few of the projects encountered any difficulty in getting the numbers they sought. In fact, most were over-subscribed. However, most of the programs which were aimed at the "hard core, disadvantaged, unmotivated, etc." failed to reach them. While they did recruit a lot of poor youngsters who needed work experience, they generally did not reach those youth who appeared poorly motivated. Perhaps this was a function of the timing -- there were a lot of youth on the market and projects had a short time to fill their quotas so they opened their doors and the youth came. Unfortunately those who came were, by and large, pretty highly motivated and there was no time to go out looking for the "hard-to-reach."

2. Those projects attempting to deal with younger teenagers (13, 14, and 15 year olds) found more than enough of them available, while those focusing on older teenagers had a more difficult time. This is to some extent due to the lack of jobs available to younger age groups, since many employers are reluctant to hire them.

3. It is our opinion that local agencies, indigenous to the community (i. e., neighborhood centers, community organizations, etc.) were more successful in getting the numbers and kinds of youth they sought than were those city-wide, "downtown" agencies.

4. As has been the case in many programs before, the participants themselves were more successful in bringing in new registrants by word of mouth than any other form of recruiting.

5. Not enough use was made of existing recruiting facilities, local Youth Opportunity Centers and Employment Service offices in most cases. Where the project designs carried reference to "making use of the local YOC in recruiting, etc., etc.," we found few cases of project administrators actually going to YOC's for enrollees, or even informing them of openings.

6. In the Pittsburgh Action Housing project an attempt was made to involve poor youth in a work experience program which also

served youth who could not qualify as "poor" under the NYC/CAP guidelines. The major work component involved community service projects in the inner city as well as in the suburbs. The intergroup relations value of this experience, for the youth as well as for the communities, was highly profitable.

C. Screening, Testing and Counseling

1. There was some duplication and confusion in these areas (i. e., other testing and counseling facilities may have been available in the communities already) since most of the projects had their own in-take facilities and counseling staff. In most cases such duplication was necessary because of the nature of the demonstration. However, there were projects where counseling was incidental and not critical to the experimental technique and here the projects could have explored the possible use of existing resources such as YOC and/or other federally funded projects.

2. In most of these projects testing was considered useless, unproductive, and a source of irritation to enrollees. In some projects the application of certain instruments was essential to the program's design -- some proposed to identify and deal with potential drop-outs. However, in almost every case and regardless of the purpose of the test, enrollees complained, refused to take the tests, and showed general disapproval at being subjected to any of the instruments used.

3. In several instances we would have to agree with enrollees that such instruments as the GATB and the GED were applied for no real reason. There were cases of staffs who did not know how to administer the tests, or interpret results and even if they did, the findings had no real relevance to the program, or the youths' participation. Few projects approached "Testing" as a means of preparing youngsters for employment and the job hunt (i. e., familiarization with tests, testing techniques, various instruments and their relevance) which should have been the primary reason for using tests in these projects.

4. Of the variety of guidance and counseling techniques tested, several seemed to provide the kinds of trainee response which would recommend them for use in future projects. (Here, again, in the absence of means of objective measurement, this is a subjective judgment on the part of the investigators.) We felt that the use of older teenagers from the ghetto as supervisor-counselors for younger groups in recreational, cultural enrichment and other types of activities resulted in favorable exposure and experiences for both

the "counselor" and the "counselee." Further, the use of unemployed union members who live in the ghetto to work with ghetto youth as was done in the Watts project seems to add new dimensions to counseling relationships if properly supervised.

5. The several attempts at group guidance were considered productive and fruitful. They were handled in various ways, as you will notice in our analysis of the individual projects. However, most of them included lectures or discussions with various speakers; group discussions during which trainees shared individual experiences gained during the summer; and basic information on the world of work -- i. e., responsibilities of employees, vocational information, employer requirements, etc.

6. Most of the projects made use of counseling and guidance to conduct regular job site visits for the purposes of follow-up, guidance and supervision. From our interviews with trainees, employers, supervisors, and counselors this practice of maintaining contact, not only with the trainee but also with the training situation, greatly enhanced the quality of the experience for both trainees and employers.

7. On the whole, screening was not too good. This was most often because they lacked the time needed to reach the kinds of youngsters sought by the project since they had to get the programs underway immediately and had only eight or ten weeks in which to complete training. The fact is that few of the projects actually had the kinds of youth enrolled in the program that were described in their proposals. Further, there was little evidence of screening or selection in terms of placement. Youth seemed to have been referred to openings as they were available, rather than on the basis of aptitude or interest and other criteria described in proposals.

D. Job Development and Work Experience

1. At least one of the projects was developed around the uniqueness of its job development and placement efforts and it is our feeling that the results of these are worth pursuing further. The Franchise Industry Training Program at Boston College produced work experience situations for hundreds of youth in franchise dealerships around the country. The advantages in such placements were more than just the numbers of openings available through these dealerships; in most cases we found that trainees were involved in the very well organized, regular training programs of the company; the quality of their supervision was good; and they were performing on real jobs.

2. The Kansas City Youth Development Program became involved with another interesting and productive source which should be used to a much greater extent in the future. Through negotiation with the personnel director at a nearby federal Air Force Base they were able to place some 150 youth in more than 20 different training situations at the Base. All trainees were working on actual jobs, they each had a "buddy" assigned from the regular employees who taught them the requirements of the job, and Base personnel also provided time and equipment for recreational activities. This should become another source of large numbers of placements for summer project participants. There are large federal installations in or near most of our communities and there is no reason why they should not be asked to take-on this quota of trainees. Past policy has been to ask the installation to stretch its budget to hire youth as extra summer help. With new legislation and funds for stipends now available from other sources, most of the installations would welcome this additional summer help.

3. Several contractors used trainees on community service projects -- building play lots, neighborhood cleanup, supervising the recreational activities of younger children, etc. By and large, such placements not only provided useful services to communities but allowed the youth to gain favorable recognition from the adults in the community for his accomplishments.

4. The Washington, D. C. UPO project, which attempted to make transportation available to inner-city youth for jobs in suburbs and outlying areas, was based on a very sound premise and should be the first of a series of experiments aimed at solving this problem. Time and time again during our investigations we were told of the jobs (training spots) available which could not be filled because of the lack of transportation.

5. Project PEACE in Cleveland sought Negro-owned and operated businesses as placements for their trainees. It was reasoned that since the trainees were Negro, such placement would afford them not only an opportunity to learn and gain experience, but would also provide them with opportunities to interact with members of their own group who had achieved a degree of success in the world of work.

6. Two of the projects -- the USES-TIDE program and the Detroit Archdiocese probation program -- were essentially <u>pre-program</u> experiences for severely disadvantaged or high risk youth. They sought to test the effects of intensive counseling, guidance, orientation and well supervised work experience in small groups, or on a

one-to-one basis for such youth. The attempt was to motivate and prepare them for referral to jobs, other programs -- NYC, MDTA, etc. -- or return to school; or to at least offer them something until such referral was possible. The findings in both programs substantiate the need for such resources in order to reach and deal with this type of youth.

7. One of the projects attempted to test the feasibility of substituting various nonmonetary rewards and incentives for cash payments -- stipends -- in summer work experience programs. And it was determined that the need for money notwithstanding, motivated youth respond as readily to this type of program as they do to those offering stipends.

E. Supportive Services

This proved to be an important component of each of the projects we visited. Of course, the term covered a multitude of services. In some projects it included counseling and testing; in others it involved case work services, medical examinations and care, psychological services; while in still others it also included remedial training, cultural tours and trips to the baseball game. No matter what the phrase referred to in a particular project, the services provided were of benefit to the overall program.

It is our feeling that such services as listed above and as are described in the project reports are absolutely necessary to the success of work training programs aimed at the disadvantaged. We realize that the length of his involvement in a summer program is so short as to make treatment and/or remediation impossible in most cases. However, this opportunity for diagnosis, referral and beginning treatment should not be missed.

F. Basic Education

Only a few of the projects reviewed attempted remedial work. As can be expected those agencies having some prior experience in basic education did a good job in adapting their resources to a summer program to suit the needs of this clientele. However, one or two agencies attempted to include remedial work in their package without prior experience and little knowledge of what was involved. As a result, this latter group spent most of the summer searching for materials and trying to fashion a program.

The investigators were particularly impressed with the job done in this area by project PEACE in Cleveland. Unfortunately the other projects that attempted such training were not as successful.

III. Report of Field Analysis

Field Report

Summer Community Youth Work Program
Action Housing, Inc., Pittsburgh, Pa.

Introduction:

The Summer Community Youth Work Program of Action Housing, Inc. in Pittsburgh was a very sophisticated and well-designed work experience program. The project was a nine-week program for 170 boys and girls, 16 to 21 years of age. The project was reviewed August 30 and 31, 1966.

The program was operated by Action Housing, Inc., a private, nonprofit organization which has been in existence since 1960. Action Housing's main function has been the revitalization of aging neighborhoods primarily through a physical housing program. Its major approach is community organization, the mobilization of local people in a community, who with the assistance of Action Housing's Neighborhood Urban Extension Staff, work together to bring the resources of the city into more effective action for a neighborhood.

The philosophy of Action Housing is that the housing needs of a neighborhood do not exist apart from other needs, and one of the necessities in poorer neighborhoods is the need to raise the economic power of its residents. This somewhat global approach to solving housing problems has led to the agency's involvement in youth employment and other kinds of programs. Action Housing, Inc. has previously carried out an OMAT demonstration youth employment project; it is also a delegate agency for the local economic opportunity committee.

Based on this experience and its work in a Neighborhood Urban Extension program in poor neighborhoods, Action Housing designed a summer work experience program for youth, built on the machinery, apparatus, and contacts already existing in its extension program. The summer project was budgeted for $99,645.

Outstanding Features:

Although there were a number of summer youth programs operating in Pittsburgh during the summer of 1966 (most were NYC), the Action Housing demonstration project was designed to differ from these programs in the following ways:

1. Flexible eligibility criteria would be used permitting the mixing of income levels. Specifically the program attempted to obtain a 60/40 ratio in terms of income distribution of enrollees. Sixty per cent would be hired under general CAP guidelines and 40 per cent would come from a marginal or slightly higher income, not classified as "poverty" under OEO standards.

2. The youth would not necessarily be hard core or high risk.

3. The project would attempt to develop guidelines for summer youth work programs that would have applicability to urban areas.

4. Extension of the program into peripheral areas of the city, with concentrations of low-income people--two work sites thus were developed in "suburban areas." These areas have not previously had employment programs.

The program was carried out in eleven communities which either had an Action Housing Neighborhood Urban Extension program or a viable citizens council through a settlement house. The neighborhood councils were an integral part of the program, in that they were to select the sites for play lots, decide on the kind of physical improvement needed on the site; and recommend supervisors and recruit neighborhood youth for the program. The Pennsylvania Bureau of Employment Security was to interview, screen, and offer referral follow-up services for youth.

The work schedule of enrollees consisted of seven hours a day, five days a week at the rate of $1.25 an hour for work performed.

Action Housing, Inc. agreed to provide architectural and civil engineering services through the work-study program of such colleges in the area as Carnegie Tech; housing improvement workers; work tools; and rental space for project teams.

Through a review of the proposal prior to the visit to Pittsburgh, the survey team made the following observations:

1. The program outlined in the proposal seemed somewhat ambitious for a 9-week summer program. We questioned whether the program objectives could be met in such a short time. We were especially interested in whether or not the project had developed and tested guidelines for summer youth work that could have general applicability to urban areas. We wondered, too, if the project had been successful in "strengthening current community projects and in beginning new projects, through the involvement of a wide variety of community institutions and organization."

2. The rationale for applying economic guidelines of 60/40 income distribution was unclear in the proposal. Except for the fact that the inclusion of youth in the marginal income level provided a work experience for a group often overlooked in such projects, we wondered if there were other substantive or measurable values in using this criteria for the selection of enrollees.

3. Although the program was designed for boys and girls, the work to be performed appeared to be mainly of heavy construction type. We questioned,

therefore, how many girls actually were in the program, and what was the nature of the work performed by them.

4. We wondered if there were perceivable differences in projects in neighborhoods where Action Housing had extension services and neighborhoods where these were nonexistent.

5. The proposal called for dividing the enrollees into Special Project teams to work in recreation and physical improvement of nonprofit facilities. Were there differences in the operational aspects of the two kinds of teams?

Field investigations in Pittsburgh consisted primarily of the following: extensive discussions with the Director of Action Housing, the Director of the Neighborhood Extension Program, and the Project Director and Program Analyst of the Summer Community Youth Work Program; site visits to four representative play lots; interviews with the entire project team (seven youths) at one site and individual supervisors, architectural students, team captains, and enrollees at the other sites. In all some fourteen summer project personnel and/or enrollees were interviewed.

It was apparent from initial discussions with Action Housing professional staff that the Summer Youth Program represented a sophisticated and well-designed project. The investigators did not have a chance to read the interim report prepared by the agency for the Department of Labor prior to visiting Pittsburgh or prior to site inspections. However, agency staff informed us that most of the questions raised by us on the operational features of the program were covered in the interim report. A subsequent reading of the report confirmed the investigators impressions of an extremely competent technical staff.

Findings:

The ability of Action Housing to carry out this program seems to have been significantly affected by its previous experience in Neighborhood Urban Extension Work and in youth programming. Without a carefully developed neighborhood apparatus, it is doubtful that the agency could have accomplished as much in such a short period of time.

Agency staff felt that the planning period for the project was too short, and that even with all of their experience it was difficult to launch the program successfully on a crash basis. (The proposal is dated June 15 and was scheduled to start on July 5, 1966.) Because the money from the Department of Labor arrived late, they were further hampered in paying staff. Money was borrowed from regular Action Housing funds to pay the wages of enrollees. An agency with little or no funds from other sources would have been hard pressed to get this program off the ground.

As a result of the crash nature of the project, some unavoidable mistakes were made in public relations, especially in neighborhoods where Action Housing did not have a program. In these neighborhoods the program was directed by a settlement house; traditionally these settlement houses have been suspicious and resentful of Action Housing. It did not help Action Housing's relationship with the settlements to have to rush in with a program which was to start in a matter of weeks, especially since neighborhood involvement and community commitment were an integral part of the design of the program.

In reviewing the outcome of the settlement house program, staff said that the problems of communication, lack of experience in coordination, availability of tools and expert support help were considerably greater in areas where Action Housing had no program. These problems were not insurmountable in that Action Housing Staff and tools were deployed in these neighborhoods until the community could take over.

Action Housing was able to move quickly on the acquisition of the physical sites, mainly because of its cooperative relationship with city government. Its program has always been a joint effort of neighborhood people, government, business, and other major interests in the community. As a result, the City Council made a blanket approval of some twenty city-owned lots for use by Action Housing in this special program. Heretofore, city lots had been negotiated lot-by-lot -- a process which takes several months and sometimes a year.

The play lots (some with terracing) designed by the architectural students and actually constructed by the enrollees were imaginative and creative. They looked as professional as anything done by more expert craftsmen. The work was not "make work" or the clean-up, fix-up kind. The physical improvements were real and tangible, and once the work crews leave this summer a permanent community facility will be left which can serve as an activity focal point for neighborhood residents. The underlying philosophy of the program is thus essentially sound. The concept of offering real work opportunities and providing tangible lasting physical improvements in poor communities is valid and meaningful.

During the discussions with Action Housing staff, it was evident that their chief interest in the program revolved around its impact on the neighborhood and the community where play lots were developed.

Time did not permit interviews with neighborhood councils; however, the interviews with supervisors and enrollees indicated that the councils had indeed picked the sites, decided on the kind of physical improvement they wanted, and selected local youths as enrollees and local older youths and/or adults for supervisors.

Although the original plan called for some teams to engage in housing improvement projects, all the neighborhoods selected the development of play lots, with facilities for both adult and youth recreational activities. One site had a community center--an old house which was being painted and fixed as part of a total recreational area for the neighborhood.

The proprietary attitude of the neighborhood is best exemplified by conversations with a "sidewalk superintendent," a women of Polish extraction who was a daily observer of the work of the team in her neighborhood. (Her house faced the play lot.) As a result of this woman's involvement in the program, the neighborhood had scheduled a picnic for the work crew and the neighbors when the site was finished. This was highly significant since the project team, which was interracial, was initially rebuffed by the women on the street. The woman, who had originally been extremely hostile to the Negro youths now referred to the crew as "her boys." During visits to other sites, both Negro and white women were seen bringing lemonade and water to the team as they worked.

After talking with professional staff, viewing the work sites and talking to project staff and enrollees, the survey team concluded that Action Housing's Summer Community Youth Work Program was indeed an outstanding project.

After reading the interim report, the investigators felt that the agency had been very candid in describing the problems that occurred in the program and very insightful as to ways that might have been taken at various stages of the program to improve it. In consultation with agency staff, the survey team took the position that the program compared most favorably with other youth employment projects of its kind. If there were any weaknesses in the program they had to do with the involvement of enrollees in the program and the refinements that could have been made to heighten the impact of their experience. The following observations and reactions were discussed at great length with the Director of Action Housing, the Neighborhood Urban Extension Director, the Summer Community Youth Work Program Analyst and the Project Director:

1. <u>Program Balance in Terms of Enrollees</u>

One of the strengths of the program was that the neighborhood council selected the youth in terms of the racial composition of the community. The two teams--one consisting of seven Negroes and one white youth and one that included seven white youths and one Negro--were representative of the racial composition of the community.

The rationale for the 60/40 income distribution was not articulated in the proposal nor in the interim report. According to the staff, this mixture was viewed as a way to bridge the gap between classes and races in Pittsburgh. Racial and class tensions are quite pervasive, and whites who reside in poor communities are mainly residuals of old ethnic groups who are least adaptable

to change. The staff felt that it was important not to stigmatize the program as "just for Negroes" or just for the poverty-stricken.

This feature had questionable value in the eyes of the investigators. The psychological impact of mixing income and class groups is not easily measured, especially in such a short-term program. From a visual standpoint, the enrollees appeared to be of the same approximate income and class level. Whether parental attitudes and neighborhood values are changed significantly by this experiment remains to be seen. We therefore recommended that the final report include a documentation of the value of this aspect of the program and its impact on enrollees, and the neighborhood people.

As we suspected the project had very few girls in it because of the nature of the work to be performed. The three or four girls spent most of their time painting or doing "busy" office work, but in reality it was a waste of time for the girls. It was suggested that if girls are to be included in future programs that work more suited to their abilities and talents be incorporated.

2. Kind of Work Experience

There is considerable merit in the kind of work performed by the enrollees. It is concrete and tangible with a built-in masculine component.

According to staff, many of the youths had had no previous work experience. The tasks which they had to perform gave them the opportunity to learn elementary construction skills--painting, carpentry and masonry. For many, this was their first introduction to the use of hand tools, a skill which would always be useful to them.

Since many of the youth had never worked, they had no concept of good work habits. The project fostered good work habits, in that there was a starting time, lunch time, and a quitting time. Those youths who were consistently late were fired and replaced by other enrollees. The fact that an enrollee could be fired came as a shock to one enrollee who had worked in the Neighborhood Youth Corps for two weeks, a job which he described as "just sitting around on a truck all day and doing nothing."

For those youths who had never done productive work, the example set by the supervisor and the architectural student was very important. (As an aside, this was the first time that the students got a chance to see their design actually executed in the field. Theory was thus translated into reality--and sometimes theory had to be modified to the reality of availability of certain kinds of materials, etc.) It was obvious in the site visits that the supervisor and the student worked hard and expected the same kind of productive work from enrollees. Although one or two youth felt that the supervisors were too hard on them, they respected them for not permitting the work crew to "loaf."

The project permitted some enrollees to be upgraded to crew leaders, a position which paid more money and carried with it additional responsibility. Team leaders were usually selected by the enrollees themselves. This approach may be questioned since one is neither penalized nor rewarded by his co-workers in industry. It also creates conflict with the project goal of fostering good work habits through example and enforcement of work-rules by the staff.

The visibility of the work site right in the neighborhood afforded the opportunity for local youth to be seen at work in their own community. The fact that the play lot was a permanent addition to the community is something that enrollees can point to with pride in later years.

The mechanism and responsibility for on-going maintenance of the lots seemed somewhat vague and indefinite to the survey team. However, it was learned that a quasi-legal maintenance agreement had been signed by Action Housing with each of the neighborhood councils or settlement houses. Neighborhood councils are exploring the possibility of offering part-time, paid work to needy youth for maintenance of the lots during the coming year.

3. Supervisors

As could be expected, the problem of supervision of work crews was a critical factor in the program. Supervisors--mainly unemployed local adults --were chosen by the neighborhood councils. As it turned out, some did not have sufficient supervisory experience in construction work, others did not have enough experience in working with this kind of youth. It was hard to find good supervisors on such short notice. A number of supervisors quit the program, and at least one had to be fired. In every instance, the neighborhood council was asked to recommend replacements. The best supervisors turned out to be college students, especially athletic types. Action Housing staff feels that a dual supervisory combination would work best in this kind of project--a college athletic type who is close to the age of the enrollees assisted by a retired worker with the technical skills needed for the work.

With all due respect for the problems encountered in obtaining good supervisors, the survey team felt that Action Housing could have done more to prepare and train supervisors. Although the time factor prevented extensive pre-training, the program could have been strengthened by building in on-going training for supervisors after the onset of the program.

4. Orientation and Counseling of Enrollees

It was apparent from interviews with enrollees that some have an investment in the program and others do not. Some of the complaints to us were

that the work was too hard, that the supervisors expected too much of them, that the lunch hour was too short (only a half hour), that the pay wasn't enough ($1. 25 an hour), and they could work for NYC and earn that much for doing nothing. These gripes are not unexpected from inexperienced young people.

When asked whether they enjoyed the work and whether they would come back and use the lot themselves, there was some expression of negative feelings on the part of the enrollees. This was especially true in the community where the lot was in a Polish neighborhood. The Negro youth were most adamant about not returning to the lot once the work was completed. The survey team questioned the possible negative impact on Negro enrollees who were building a play area for a white neighborhood where it was highly unlikely that they would be welcome once the lot was finished.

Conversely the Negro youths building a terrace and renovating a house in a predominantly Negro neighborhood were overwhelmingly enthusiastic about the work and the prospects of using the site once it was finished.

It was our feeling that negative feelings and interracial conflicts might have been mitigated by a more thorough orientation of enrollees as to the philosophy and intent of the program. Action Housing had concentrated its efforts on the physical aspects of the project and thus had not dealt with the personal feelings of enrollees. An agency with a social work orientation probably would have built in more counseling for enrollees, but Action Housing handled the enrollees as though they were adult, seasoned workers in a real-life work situation. There are undoubtedly some advantages to this approach; however, most sophisticated youth employment programs are cognizant of the age and problems of inexperienced youths and therefore try to deal with these as they occur in the program.

The Pennsylvania Bureau of Employment Security was supposed to counsel enrollees; however, they were unable to fill this commitment. It is to Action Housing's credit that they did not dwell on criticism of PBES for not carrying out its role; their solution was to hire a part-time counselor, a work-study student from a local college. (We should add that this person was the only Negro on the level above supervisor that we saw in all of Action Housing's downtown staff.)

Because of the agency's unfamiliarity with what is involved in a counseling component, the counselor was used primarily to interview enrollees as to their reactions to the program and their plans for returning to school or for obtaining a job.

In discussing the merits of a counseling component in the project, the investigators urged that in future programming, the local YOC be brought in on

the planning stages in order to obtain their commitment, cooperation and expertise in working with young people.

We had a serious question as to whether traditional counseling could accomplish very much in the short period available for a summer program, unless it included several hours of individual and/or group sessions a week. We believe that counseling in this project could have been more helpful if it were oriented to specific problems encountered at work and/or group relationships to supervisors. The real test of a counseling component in a short-term project revolves around whether the counselor can assist the youth in getting the most out of the experience.

5. Enrollee Involvement

One way of maximizing the impact of the work experience is to involve enrollees in the decision-making process as well as in carrying out the decisions made by others. Some provisions should have been made for enrollees to share in decision making and planning of the program. For example, enrollees might have been asked to contribute to the selection of color schemes on work sites, to assist in the selection of shrubs, and to help design the questionnaire which the counselor circulated to all enrollees relative to their future plans.

Another program piece obviously overlooked by Action Housing staff was the fact that enrollees were never brought together as a group for shared experiences, either for discussion purposes or for social or recreational activity. There also was no regular time set aside for the supervisor, architectural student and the team captain to meet to discuss team problems. As an afterthought, the staff realized that this could have been accomplished on Fridays, or on those days when materials were late in arriving.

In discussing these points with Action Housing staff, they agreed that the program could have been strengthened considerably by providing some of the elements described in this section under "Findings." The Project Director had arranged for crews to visit at the various sites completed by other crews. Making these visits was complicated by the fact that the sites were scattered over a 30 to 40 mile area. However, since the youths themselves felt the need for some communication with each other, the Project Director was scheduling visits for the last week of the program.

8. Follow-Up

The project had plans for surveying each youth as to his reactions to the program and his plans for the future. The Pennsylvania Bureau of Employment Security was to have worked with each enrollee and make recommendations and referral plans for each youth. Because PBES did not carry out its role in

the program, Action Housing should have made alternate plans for follow-up of enrollees.

The investigators suggested that they contact the local YOC office for assistance in referring enrollees for possible OJT, MDTA, or NYC part-time or full-time programs.

Summary:

The Summer Community Youth Work Program was a very sophisticated and well-designed project in terms of the following:

1. Imaginative and creative work sites.

2. The work was not "make" work. The physical improvements are real and permanent, and once the work crew leaves the community, the play lots will be there for community use.

3. Neighborhood involvement. The neighborhoods have an investment in the program in that they selected the sites, decided on the physical improvements needed, selected enrollees and supervisors, and are prepared to supervise the maintenance of the lots once the work is completed.

4. Relationship to city government. The city was a partner in the project in that through its cooperation with Action Housing, the lots were made available for development and maintenance by neighborhood residents.

5. Interaction among work study students, supervisors and enrollees. The project afforded an interesting mixture of technicians, skilled craftsmen, college students and white and Negro youths. Probably for the first time, these youths had the chance to work with college students and vice-versa.

6. The incorporation of a productive work setting, with real hours, real work, honest supervision, and high expectations.

7. The use of a 60/40 income distribution among enrollees as a way of bridging the gap between classes and races.

In the main the program hit its objectives of providing meaningful work, of teaching good work habits and elementary work skills, and of facilitating an inter-group experience at the neighborhood level. It did not go as far as the agency would have liked in enlisting the participation of a wide variety of community institutions and organizations. This was especially true of its success in involving a variety of neighborhood people and in leaving an attractive permanent facility in the community for local use.

The main concern of the investigators, having viewed the sites and talked to staff and enrollees, had to do with the refinement of the program in terms of its impact on enrollees. The chief concern of Action Housing had been the physical improvements of lots for community use. As a result, there was a de-emphasis on "locking in the experience" for enrollees.

All of the questions and observations described under "Findings" were discussed in a four-hour session with Action Housing staff. It should be pointed out that these observations were viewed as extremely constructive by the staff and worthy of inclusion in future programs of this kind. It was their feeling that our suggestions would help to strengthen considerably their efforts to develop guidelines for summer youth work programs.

The survey team felt there was little in the way of actual technical assistance that this staff needed to document its experience and prepare its final report. Our major emphasis therefore in the wrap-up session with staff was to focus on the elements of the program which would heighten the involvement of enrollees in the project.

There is no question in our minds that with sufficient time for planning and with additional attention to the needs of youth, Action Housing's Summer Community Youth Work Program could serve as a model for an outstanding work experience program for youth.

Field Report

Short-Term Program for 17 and 18 Year Old Dropouts
Catholic Diocese of Cleveland, Cleveland, Ohio

Introduction:

The Short-Term Program for 17 and 18 Year Old Dropouts, operated by the Catholic Diocese of Cleveland (Project Peace), was a program with 53 actively enrolled teenagers who ranged in age from 16-1/2 to 18-1/4 years old.

Nearly all of the teenagers (90-95%) enrolled were dropouts from high schools in high poverty areas. The overall objective was to demonstrate that teenagers who are dropouts of record can be motivated to return to school or obtain direct employment through participation in concentrated activities of basic skill elevation, concurrent work experience and physical/recreational activities in a total family concept program. Specifically, the program objectives were to:

1. Induce higher motivation for school work.
2. Upgrade basic foundation skills.
3. Provide experiences in the world of work.
4. Recognize the value of the individual.
5. Elevate the image of the family unit.

The visit to this program took place August 25 and 26, 1966. The schedule followed by the visitors began on August 24, when they met for two hours in the evening with Leonard Strodbeck, the program materials specialist. On the morning of August 25, the visitors met with Edmund Pace, Project Director. Also Mr. Boyd, a parent of one of the youths enrolled, was talked with concerning the involvement of the family unit in the project. Prior to and at noon the visitors spent an extended time with the staff members. These included: G. T. Woods, Program Coordinator and Counselor; Lois McGuire, Head Guide; David Mack, Aid and Counselor; Hilbert Perry, Coordinator; E. Thomas, Job Developer; Charles Adams, Job Developer; Loretta Pace, Head Guide; Maxine Hooker, Guide; and William Bloodsaw, Guide. During the remainder of the afternoon visits were made to a number of work stations for youths. On the evening of August 24, the visitors attended the final family night. On August 25, the visitors made a summary report to Project's Director, Mr. Pace.

Outstanding Features of the Project:

In order to assess the various components of the project which contributed to its uniqueness as a summer program, the visiting team identified the following outstanding features:

A. The Design "Package"--the interrelated activities of the project that made the program distinctive. These interrelated components were:

1. Skill elevation.

2. Work experience.

3. Family activity.

4. Recreation.

B. Project Facilities--the available facilities which were already being used in regular adult programs contributed significantly to the project's success:

1. Audio-visual equipment.

2. Programmed Instruction Materials.

3. Laboratory setting rather than the traditional classroom.

C. The Techniques Employed--the project employed a number of techniques to insure that the Design Package remained interrelated.

1. Use of non-professionals to assist in program. The guides were professionals, but three adults, some of whom would be non-professional indigenous individuals, were in the laboratory setting and were able to provide individual attention to the enrollees.

2. Imaginative work settings were secured, i. e., the small local Negro employer was utilized for job stations. These stations provided models for the enrollees and, also, were attractive work stations.

3. The project attempted to involve the family, as a social unit, in the program. The involvement took place outside of the home setting.

4. The project provided recreation at an appropriate time during the week to break the routine of work and educational training for youth characterized by lack of sustained self-motivation.

D. Curriculum--the materials utilized in the skill building process:

1. Creative use of non-traditional materials focused on presenting concepts within a setting that was more realistic for the youths involved. Also, the project made extensive use of enrollees, whenever possible, in preparing the learning units utilized in the skill building program.

Implementation of the Project's Outstanding Features:

The project's objectives were ambitious in the sense that it is difficult to identify, recruit, and hold the interest of school dropouts in a program that includes attempts to improve the skills of a youth who has not experienced any consistent success in a normal school setting. The major innovative aspect of this program was the design package which stressed the inter-relation of the various program components. In this section, the report addresses itself to discussing the implementation of the program components and also suggesting ways in which the program might have achieved better implementation of them.

1. Skill Evaluation

Although the duration of the project was only over a number of weeks, primarily July and August, it seemed that, on the whole, from the evidence gathered, the enrollees' skills were improved. While the gains will be small, in terms of the time spent on skill building and the nature of the youths involved, the results tend to indicate that in this area for some enrollees it was their first successful encounter with learning within the framework of a prescribed curriculum.

There is some question whether the "Ben and Joan" program was the most appropriate for the youths enrolled. This material attempts to provide for learning substantive concepts through the use of a more "realistic" presentation of material. The enrollees voiced some strong criticisms of the "Ben and Joan" series. More important, it was felt that the total programmed instruction was not paced correctly for the enrollees. The materials had been developed primarily for Project Peace, the on-going program for adults in the poverty areas. Even though the enrollees were dropouts, they did not lack intelligence and, by and large, seemed to be able to assimilate material much faster than presented. Instruction was programmed at the same rate as for adults and the enrollees objections regarding the pace of presentation were not given careful consideration by the project staff. Implementation might have been

improved if the judgments of the enrollees were carefully weighed by the staff and revisions made in the program while it was on-going.

2. Work Experience

The outstanding characteristic of this component was that through the efforts of some staff the enrollees were placed in job stations which probably had a significant impact upon their perceptions of and attitude toward the world of work. Locally owned Negro business establishments were contacted, e. g., a realtor or machine shop owner, or branches of larger businesses in the community which were run by local individuals. The enrollee not only had an opportunity to gain work experience, but he could also interact with members of his group who had achieved a degree of success in the world of work. It is important to note that the job sites the team visited were attractive in the sense that the work experience took place in pleasant surroundings. Enrollees felt that they were learning something worthwhile through the work experiences in addition to the opportunity to earn money.

The program could have been improved if criteria had been developed for matching enrollees with appropriate work stations. There was the need for greater interpretation of the program to work supervisors. Some work supervisors failed to understand the objectives of job experience in the program objectives and some were not familiar with the enrollees' schedule of activities in the whole project. Many of the enrollees believed that they would be able to continue their part-time employment after completing the program. The enrollees were not fully informed that the job station was tied to the entire program and there was both a lack of orientation of the youth with respect to beginning his work experiences and a general reluctance to temper the enrollee's expectations regarding the commitment of the program and the intent of the work supervisors to provide continuing part-time employment. In other words, the expectations the enrollees voi ced about continued part-time employment into the fall were unwarranted and the project staff found it difficult to approach this subject with the youths.

3. Family Activity

The family centered approach, which underlies all of the programs operated by Project Peace, stresses the need to reach and serve the family as a unit and not just deal with individual youth, unemployed fathers, etc. This summer dropout program becomes much more significant when viewed as one component of a total family services effort which includes adult skills training and employment, day care, child guidance, case work services, etc. However, without careful planning and implementation there is the danger of each activity becoming a separate, unintegrated program serving individuals rather than families. Basically, the attempt here was to use the project as a vehicle for

bringing the family together around a specific problem--the child's education--and hopefully to develop support and encouragement for the youth participant.

The involvement of families in the program developed slowly as the program developed during the summer. A variety of techniques were attempted but few were able to bring together the youth and his family on a consistent basis. Also, the disinterested family was hard to reach and there was little opportunity for staff to visit the home and interest the family in the program. Those staff members who visited homes realized how important it is to involve the family through face to face contact.

Implementation could have been improved by carefully planning programs for the total family rather than for the adults and/or the youths. The activities seldom embraced both. The inability of the program to involve the apathetic family may have been overcome by allocating additional staff for this function.

3. Recreation

Each Wednesday a variety of activities were provided for the enrollees. These activities took place during the daytime and involved bowling, discussion groups, and the like.

Further improvement in implementation was possible by providing additional recreational and social activities at night. The group developed into a rather closely knit one since they were participating in somewhat similar activities and desired to extend this meaningful relationship into additional recreational activities. However, their requests for a dance during the evening was not granted. In addition, the program might have assisted by training the youths to assume some leadership responsibilities for developing additional social activities.

Summary and Recommendations:

The visiting team included in its summary the following points: (1) the project appeared to be a highly successful program in providing some meaningful experiences for the group of youths characterized by having achieved little success in these areas previously, (2) the project staff was well qualified and dedicated to the main objectives of the program, and (3) the program went a long way in fulfilling its major objectives of changing attitudes and motivating the enrollees.

There are a number of points the visiting team made concerning areas needing attention to affect even greater implementation of the program components. These areas do not necessarily fall discreetly within one of the features identified as outstanding in the program. The project utilized an innovative design package and the team was concerned with improving the overall design and its various components.

1. The emphasis upon returning the dropouts to school was not entirely realistic and justified. First, in view of the enrollees' need for individual attention, it is difficult to ascertain if they will receive individualized instruction upon returning to a "normal" school setting. Second, the youths were from high poverty areas and needed employment. This program combined both employment and skill building, and it is difficult to see how each can be served if the teenager returns to school. Third, the enrollees were not optimistic about their ability to function in a school setting where they had failed before--some more than once, since it was likely that the conditions contributing to their failure were still present. Therefore, an alternative such as continuing the program was more desirable to the enrollees especially since they had developed and were developing into a cohesive social group.

2. The project might have considered the possibility of continuing the work opportunities and the skill building emphasis for those who were successful in returning to and remaining in school. The continuation of the program might be on a reduced basis of school attendance, or by providing afternoon employment and Saturday skill building classes. The project had begun to develop a very promising program and the staff, even though they were leaving to return to their regular positions in a school, might have given consideration to how the program could be continued, perhaps in a different form or on a different basis.

3. The project might consider mixing dropouts and in-school teenagers who were low achievers. There were some in-school individuals in the present program and it was from this that the suggestion arose. The low achieving in-school youth would provide a model for the dropout in the sense that he represented a teenager who, although having difficulty, was attempting to overcome his lack of achievement. In addition, the mixture of in-school and dropouts would be at somewhat similar achievement levels and could serve as reinforcement for the dropout who desires a high school education. Finally, the mixture would build in a preventive measure to keep school youth in attendance. The skill building program, and possibly work opportunities, would assist in preventing the potential dropout from leaving school.

4. The project might seriously consider developing the materials necessary to grant equivalency of the high school diploma for those youths who are unable to be successful in a high school program. While it would be quite an undertaking, the results would be well worth the effort since without a program of this type which offers a viable alternative to actual attendance in a high school, it seems that many youths will not be able to compete successfully in the "normal" high school program. The youths, in many cases, were reluctant to return to high school and also reluctant to inform the project staff that while they would complete the early registration period set up for them, they could give no assurance of actually returning to high school when classes started. For some the project represented the first meaningful, successful, "school-related" experience

and it seems appropriate, therefore, to suggest that the project give careful consideration to providing, through programmed instruction and its unusual audio-visual resources, an educational program of high school equivalency.

5. For greater implementation of the program components there was a need for the employment of local youths of about 20 to 22 years of age on the staff. These individuals could have acted as a link between the enrollees and the adult staff members. At times the staff found it difficult to perceive the youths' responses outside the framework of a classroom teacher--the head guides' usual occupation. It was the exception that the staff member was sensitive to the particular needs and aspirations of the enrollees. The use of younger local youths who had completed high school would have contributed to insuring that the staff and the program components remained sensitive to the aspirations, abilities, and achievement of the youths enrolled.

Field Report

Project Identity, Archdiocesan Opportunity Program, Detroit, Michigan

Introduction:

Project Identity, sponsored by the Archdiocesan Opportunity Program in Detroit, Michigan, is a program of one year's duration, beginning in July, 1966. The program, designed for youths who have violated probation, encompasses basic job skills, counseling, and job placement, with recreational-social activities included.

The main objectives of the program are:

1. To provide a preparatory work-training program for socially-handicapped juvenile offenders.

2. To provide the youth offender with intensive personal contact with a counselor to prepare him with proper work habits and attitude toward work and training.

3. To acquire basic job skills and job experience.

4. To interest those youths who have dropped out of high school to return and complete their education.

The project enrolled 60 male youths currently on probation, 54 of whom were Negro, and ranged in age from 14 to 17 years of age. (30 - 16 years old; 1 - 17 year old; 29 - 14 or 15 years old.) The visit took place November 30, 1966, and conferences were held with the Project Director, three full-time counselors, and one part-time counselor, and approximately ten of the youths involved in the program.

Outstanding Features:

The project incorporated several outstanding features and, while the program components were not unique, the impact of the components on this unique youth population was significant.

In summary, the outstanding features were:

1. Objective of providing a pre-vocational-recreational program for teenagers who are on probation.

2. Experimental and demonstration aspects of the program in terms of the unique characteristics of the youths to be served.

3. Use of measurement and testing to validate needs of teenagers and success of program.

4. Provision for counselors, who replaced probation officers, to work closely with enrollees.

5. Follow-up component of the project over a long term basis to augment accomplishments achieved during intensive summer period.

6. Contact with the enrollee's family as an integral part of project.

7. Emphasis upon returning youth to school, especially after they had dropped out and initially expressed the intention of not returning to school.

8. Introduction of enrollees who completed the program into the Neighborhood Youth Corps for continued training and job orientation.

Findings:

1. All of the youths enrolled in this project were referred from the Probation Department of the Juvenile Court in Detroit. The individual youths were on probation as a result of convictions of various types of offenses. Before referring them to other federally funded projects, such as the NYC, the project's objective was to provide counselors on a very favorable four to one ratio, who would work closely with the youths during the summer in order to prepare them for participation in either the NYC or to enable them to secure a part-time job. In addition, a modest program of basic education was provided for those youths unable to perform at a satisfactory reading level. The pre-vocational program involved the enrollees in projects at the Archdiocesan Opportunity Program headquarters and attention was given to the individuals' attitudes toward work, as well as acquainting them with some of the tools and skills involved in undertaking work projects at AOP headquarters. Also, various types of recreational activities were provided for the enrollees, including a camping trip and attending baseball games, jazz concerts, movies, horseback riding, and basketball practice.

The project could have been improved by designing the pre-vocational work activities more carefully in order to insure that each youth was given the opportunity to perform a variety of tasks and engage in more work exploration activity. The assignment of a youth to a particular counselor

determined to a significant degree the type of basic work experience the youth was to receive. Since the youths were not assigned to counselors on the basis of job interest, often a teenager performed work tasks that he was not especially interested in. The project staff did, however, permit some degree of flexibility in the preparatory work experiences. For example, in painting some of the interviewing rooms at AOP headquarters, the teenagers could select the color combinations. The groups that were involved in sectioning the office space and paneling the walls were involved in numerous types of work skills, as well as the group of enrollees that worked with mason tools on the brick walls. The youths involved in cleaning the buildings and "policing" grounds were not exposed to any significant job skills.

2. The primary emphasis on the project in demonstration and experimentation was with reference to the nature of the youths to be served. In order to demonstrate the potential of the program, the youths were enrolled exclusively in the project. That is, while they were participating in the intensive portion of the project, approximately from July 25 to September 1, they did not make periodic visits to their probation officers. Each counselor and his enrollees decided what recreational activities were most appropriate for them. The general hypothesis of the project is that youths on probation can undergo significant changes regarding attitudes toward work, school, and self image and thereby assist them in making a successful adjustment to their community.

The evidence suggests that the project was able to provide a realistic alternative to the normal pattern of interaction between a youth offender and his probation officer. In fact, since participation in the program substituted for visits to the probation office, the project experienced little turnover or absenteeism. It is difficult to determine to what extent the skills learned during the summer are being applied as the youths participate in the NYC, since there has been little feedback from that organization; however, since the youths apparently are engaged in somewhat the same activities, their preparatory work experience under Project Identity will be of some value in NYC activities.

3. The introduction of measurement and testing was a necessary component of this experimental and demonstration project. The amount of testing was not excessive and other measuring devices were employed which will provide valuable feedback on the success of the project, but the data with respect to this part of the measurement was without paper and pencil tests. Shortly after arrival at AOP headquarters the enrollees were given the MMPI, a reading test, and the Differential Aptitude Test. The other major measurement device was the taping of counselor sessions and sessions with the enrollees in order that each could comment on the program. The project consultant was a faculty member from Wayne State University who met weekly with the counselors to review the tapes and discuss the program with them.

The results of the MMPI and Differential Aptitude Test were never shared with the project staff. This data could have been of significant assistance to the staff if the testing results had been shared. The results of the reading test were made known to the project staff and the data showed that 18 enrollees needed remedial reading. Eight of these enrollees were given a special eight week reading program.

4. The favorable counselor-enrollee ratio of four to one made it possible for each counselor to work extensively with the enrollees assigned to him. The enrollees were assigned primarily on the basis of geographical proximity to the counselor's residence. Eighteen individuals were employed as counselors. (Eight were teachers, 4 were seminarians, 3 were persons who had had experience with the juvenile court, 2 were college seniors, and one was an entertainer.) The counselors were mainly skilled non-professionals; that is, persons not holding a Master's of Social Work degree, as defined by the project. While there were not stated limitations in terms of the degree to which a counselor could become involved intensively with his enrollees, the counselors did not engage in extensive personal counseling. Rather the emphasis of the counseling revolved around the vocational aspirations of the youths, their attitudes toward work, and general skill development for successful participation in NYC. The counselors did not possess the necessary skills for dealing with the youths' significant emotional problems, and if these types of concerns arose, the youth was to be referred to a professional staff member.

Prior to the arrival of the enrollees in the project, the counselors were involved in a week long orientation session. During these sessions as well as during the meetings with the project consultant, the discussion did not consider in depth the emtoional problems confronting the youths on probation.

Selection of the enrollees included a session with the probation officer, the youth's parents, and the counselor. Parental approval was necessary for participation. When the probation officer was present at the initial meeting of the youth, his parents, and counselor, the outcome was that the parents and youth often perceived that the counselor was to be substitute probation officer. This session was awkward at times, and clarification of the counselor's role required time and effort with the youth.

5. The follow-up component of the project over a year's time after the intensive summer period is an innovative component. Three counselors were retained on a full-time basis during the year and a few of the other counselors continued on a part-time basis. The youths from other counselors were transferred to the three full-time counselors who are maintaining close contact with the youths not transferred to the NYC, and less frequent contact with the 30 who have joined NYC. Most of the youths who are continuing in the program at this point are less than 16 and are not eligible for participation in

NYC. The three counselors are maintaining contact with the youths during a Saturday work period, and during the week as enrollees participate in the project on a limited basis. Also, the counselors are accompanying the youth to juvenile court, when necessary, because of new offenses, and also relating to the probation officers who have re-established contact with the youths. Moreover, there is limited involvement with the school personnel for those youths who returned to school in the fall.

The complete range of activities to be engaged in during the year by the three full-time counselors has not been fully developed; however, this is a most important component of the project since the counselors are maintaining contact with the youths and are building upon the intensive period carried out during the summer months. The youths have a place to go and there is someone at the project who can assist them as they confront various difficulties related to job experience during their probationary period.

This component of the project could be better implemented if the youths and counselors clearly understood their respective roles during this phase of the project. Some counselors perceive the need for developing part-time jobs for youths under 16 or for those unsuccessful in NYC. There is also the need to work out a meaningful relationship with the schools.

6. The amount of contact and degree of involvement between a counselor and a youth's family differed according to the interests and ability of the counselors. All parents and counselors met initially in order to receive parental approval for the youth's involvement in the project. During the summer some counselors met twice weekly with the parents. Less frequent contact is the case during the less intensive phase of the program. In general, it was not possible to perceive any consistent pattern of interaction between counselor and parents. Some counselors reported that the program would have been more successful if it were possible to remove the youth from the home, since it was difficult, if not impossible, to affect any significant change in the youth's home environment.

7. The emphasis upon returning the youth to school was well implemented. Initially, 20 enrollees stated that they were not going back to school. All under 16 must remain in schools and for those 20 who were over 16, they considered attending an ungraded school a very unproductive activity. With the information, the counselors began intensive "back to school" counseling. As a result, 17 youths returned to school.

Since the youths returned primarily to an ungraded school situation, there is need for continual reinforcement from the counselors as well as the school staff. The lack of a close relationship with the youths' teachers means that they are not generally aware of the program the youth has and is participating in through Project Identity. Moreover, unless it is possible for the

youth to progress to the point where he can leave the ungraded school for a more normal setting, it is unlikely that he will remain in school for any significant length of time. A more unbiased assessment of the youth's progress might take place if the school personnel were aware of the youth's successful participation in the project.

8. The introduction of the enrollees over 16 in the NYC was designed to capitalize upon the experiences to date and help the youths make a successful adjustment to that program. Only 30 youths were sent to NYC, which is also operated out of AOP headquarters, since many were under 16 years of age. Prior to entering that program the youths were given a period of orientation on the expectations from NYC, which they entered on September 1. All the youths who went to NYC have been placed in job stations; however, many of the youths are not engaged in activity that clearly built upon their previous experiences in Project Identity. That is, some are doing the same type of clean-up, fix-up activities that they engaged in during the summer.

Unfortunately, there is only informal contact between the counselors in Project Identity and the NYC counselors. While the counselors are interested in establishing contact and working together with NYC counselors, they are discouraged to do so by the NYC administrative staff. Even though both programs are under the Archdiocese, it is disappointing that they do not complement one another. The project could be implemented to a much greater degree if the relationship between Project Identity and NYC could be clarified and the two activities interrelated.

Summary and Recommendations:

In summary Project Identity has achieved a measure of success in working with youth on probation. The activities provided for the enrollees and the personnel recruited to serve the youths attempted to build a meaningful program. Especially noteworthy was the follow-up component of the program with youths over the period from September 1, 1966 to July, 1967. A number of suggestions are offered in terms of making the project even more effective.

1. Job development and basic skill building activity need to take into account the youth's vocational interests. Assigning a group to work at particular tasks could take into account the interests of the group. In fact, the group of enrollees to be served by a counselor might be made up of youths with similar interests, rather than by the fact of living in the same general area of the counselor.

2. In securing the approval of the parents, the probation officers should not be present. If this were the case the youth and his parents would perceive that the program was to be quite different from the probation officer's activities, and there would be less confusion regarding the relationship between the project and the Juvenile Court.

3. During the youth's participation in the project, he should be exposed to a variety of interesting types of jobs. That is, the project might give considerably more emphasis to job exploration. This would assist the youth in deciding upon what type of job station he wished within NYC or what type of part-time job would be especially appealing to him.

4. There is need for a more carefully defined and intensive job orientation program. Since the counselors were not prepared to offer intensive personal counseling, the selection of personnel might take into consideration the individual's knowledge of vocational counseling and his being able to provide the youth with up-to-date vocational-occupational information. In addition, when the youth is exploring a particular occupation, it would be advantageous for a craftsman or knowledgeable representative of the occupation to work with the youth as he begins to explore the possibilities in that occupation.

5. While the project collected various types of data, it would be an improvement if it had a clear idea about how the data will be used to assess the outcomes of the project. The development of assessment or appraisal procedures should be made prior to beginning the project in order that the expected outcomes can be accurately appraised. At this point the only major index of success is the amount of recidivism.

6. The project should take the initiative and assign the responsibilities for developing a school liaison person. Many of the youth's achievements will go unnoticed and it will be difficult to convince the school personnel to return the youth to a regular school, unless the teacher and others are aware of the youth's successful participation in the project and the need for a reconsideration of his interests and ability.

7. Since all the youths were males, it was difficult during the cultural-recreational phase of the program to involve the girl friends. Also, the 60 youths have developed a number of common interests, and are beginning to do things as a group. In the future the project might consider extending the program to include girls, those on probation and, perhaps, some not on probation. In another demonstration and experimental project, the combination of male and female youths, both on probation and not on probation, might be considered. The youths who were interviewed were not consistently in favor of or against the involvement of non-delinquent youths.

8. The testing program should be intimately related to ongoing project activities. It is of no value to the program to test the youths and then to fail to share the results with project personnel. No explanation of the testing was made to the youths. Since only the reading results were incorporated into the program, it is impossible to justify the other personality and attitude tests as being an integral part of the project.

9. Project Identity proposed a component dealing with the civil rights of a juvenile. This component was not implemented and there is a need for it, especially since the youths have had and will have numerous encounters with the legal system.

Field Report

Project FIT (Franchise Industry Training)
Boston College, Chestnut Hill, Massachusetts

Introduction:

The Center for the Study of Franchise Distribution at Boston College proposed to provide training and employment in the franchise industry for 500 to 1,000 youths. The Center at Boston College thus lined up openings in franchise operations, such as McDonald's Drive-ins, Mister Do Nut, Citgo Oil, and Stop-and-Go, across the country. The individual franchisors were to recruit unemployed youth 16-21 and enroll them in the summer program. Upon selection by a franchisor the youth would be trained according to the general, established training practices of the particular dealer.

Specific skills and job titles were dependent upon the number and nature of the participating firms. Youth so involved were paid a minimum of $1.25 per hour, with the government paying 50¢ (or a maximum of $20 per week) toward this salary. In addition the government paid $150 per week to the franchise dealers for the cost of supervising trainees (at a ratio of one training supervisor for 20 youth participants). Boston College agreed to plan, initiate, implement and coordinate the project.

The Center for the Study of Franchise Distribution is a division of the Bureau of Business Research at Boston College. It was established in 1965, and operates an information service for various franchisors. Its major activity to this point had been an Annual National Conference on Franchising.

In conducting this review, interviews were held in Boston with Dr. Charles Vaughn, Executive Director of the Center, and Dr. O'Brien, the project's Research Associate. In addition, conferences were held with the project's two field supervisors, and visits were made to franchise training cities in Massachusetts, Washington and Chicago, Illinois.

Outstanding Features:

The most impressive aspect of this project is the large number of openings it uncovered and the involvement of industry in a joint youth training venture with a federal agency. Of course, the Department of Labor and industry have been partners for some time in on-the-job training, but never on such a mass basis, nor, to our knowledge, in a program with the same features and possibilities for "breaking new ground."

In this project, the clearing house for national franchise dealers was used as an intermediary to convince large franchisors to make training situations available in large numbers all over the country. The project was unusually timely for several reasons:

1. The greatest need in youth employment currently is for placement of disadvantaged ghetto youth--the youngster who can't get a job, is not going back to school and can't enter college, and has no skills but needs employment. He is not the youth ordinarily hired by franchise dealerships who usually pick from the cream of the crop for summer hires.

2. In the current labor market, with many of our young men in, or on their way to, the Army, the franchise dealer is anxious to find new applicant sources, especially those who will remain after the summer.

3. The franchise industries are growing, yet their labor supply is tightening. The franchisee (the local dealership) needs personnel to train to help him run his business. The franchisor (the national headquarters) would like to (a) see new people come into the operation to help existing dealers do a better job, and (b) see them develop to the point of opening their own new franchise dealerships.

The above is true of most franchise operations: hamburger shops, restaurants, gasoline service stations, automobile dealerships and the like.

The Boston College Project not only made job training openings available to youth in large numbers, but it also offered additional training in regular company programs. It promised special counseling, supervision, group orientation and training sessions for the youth participating in Project FIT, and, as is the case with most training on a job, there was the possibility of remaining in the job after training, if the enrollee desired.

An important secondary feature was the potential for development of occupational careers for the noncollege bound and the disadvantaged. The youths were trained in entry level jobs in each of the industries; however, there was the potential for growth and promotion within the particular industry, shop or establishment. With the projected growth of these businesses and with their high rate of turn-over due to the nature of their work force, a trainee could within a short while become a supervisor, a manager, and assume district or regional responsibilities. For those who qualified and are interested, there is always the possibility of setting up one's own franchise dealership.

Project FIT was planned and funded as an experiment, "to investigate the practicability and desirability of employing and training youth in

the franchise industry ... in a program jointly financed by franchisor firms and the Department of Labor ... and to ascertain what problems and values emerge." The experiment was monitored not by the participating franchisor firms but by the college-based Center for the Study of Franchise Development. The center's Director was a man with years of experience in marketing research and was familiar with the problems of developing projects and the collection and analysis of data in nationwide programs.

Findings:

In implementing the program the Center circularized more than 400 firms inviting their participation in the program. In addition to the mail contact, the Executive Secretary of the Center and one of the top franchise executives had phone contact with executives of various firms, explaining the program and urging them to participate. They were successful in getting ten firms to participate. These were scattered from Massachusetts to California and included dealerships in Tennessee, Illinois, Ohio, Washington, D. C. and several western states. Some 16 other firms indicated an interest in the program but were unable to participate due to the short time in which they had to go into operation.

Only a few of the firms participating were individual franchise dealerships. About 90 per cent of those participating were company-owned and operated stores. This could be due to the fact that it was impossible to get information out to the myriad individual franchise dealerships and communication (as well as compliance) was much more easily obtained through company-owned stores, and also because the pressures of supervisory time and bookkeeping involved in such a program were too great to make it worthwhile to the individual franchisee. Given more lead time, it is possible that more individually owned stores would participate.

The program plan called for the franchisor and the independent franchisees to recruit and hire youth participants, using the State Employment Services as well as their regular hiring sources. Participation was limited to youth between the ages of 16 and 21, who were unemployed and had not completed high school, i. e., drop-outs and vacationing high school students. The respective firms were to provide training to fit the needs of the individual and the job he was assigned. The youths were to be involved in training and work experience for 40 hours a week.

Investigators were informed that discussions relative to this program were initiated early last spring by the staff of the center in conversations with representatives of the U. S. Department of Commerce. The project was referred to Labor, and negotiated by OMPER in June. Even though the time between initial conversations and actual funding was much shorter than

is normal, the fact that the project details were not worked out and funded until mid-June caused some difficulties in the implementation. Most of the franchise operators, particularly those who normally hire large numbers of youth during the summer months (motels, service stations, restaurants, drive-ins, etc.) had already completed their summer hiring when the program was announced.

There were other aspects of the project which presented potential problems. They were: (1) The question of joint-financing and the use of an intermediary--Boston College; (2) salary schedules and possible competition with regular employees; (3) the fact that the program was operated out of a central office with actual training situations scattered all over the country; (4) the need for data collection with large numbers of trainees scattered over a wide area. The investigators were impressed with the ability of the Contractor and the franchise dealers to overcome many of these problems and to mount an effective program.

Despite the haste with which the program had to be implemented, and the problems encountered, a number of important things occurred which will be discussed under specific topic headings.

Recruitment and Selection: The contract calls for youths 16-21 who are unemployed and have not completed high school. Most franchise dealers hire young adults with no skills and feed them into entry jobs year-round. If the trainee remains and is qualified, he is eventually promoted to a higher job and may eventually become a manager. Because the businesses usually have several stores or shops in an area, the employee may be transferred to another store where there is an opening.

Most summer-hires are considered temporary and the operation looks for the clean, bright, honest young man or woman, who can learn fast and do a good job. For this, of course, students are ideal. Since summer is the peak season for most of these businesses, they are interested in people who are available at that time. In addition, entry-level salaries are such that students would be more easily attracted than graduates or permanent labor force participants.

There was little evidence that the firms used the Employment Service as a resource in hiring. This is probably largely due to the volume of "walk-in applicants" at such establishments at this time of year. Further, it was apparent that most establishments followed regular recruitment procedures and did not hire any more people than they normally would have during a summer period.

This raises a question as to whether this project (i. e., the government reimbursing firms for supervisory costs and up to $20 in enrollee

salaries) didn't subsidize franchise firms for doing what they normally would have done anyway. The project staff answered this by saying that most of the franchisors had completed their summer hiring before the project was announced so project participants were in addition to normal summer hires. This may be true but the three field sites visited by the investigators did not indicate that project participants were in addition to the number of youth they normally hire over a summer.

It was also noted that due to the nature of the business, many of the training sites were located on highways, in suburban areas, or generally out of the transportation reach of inner-city youths. So here again recruitment potential was pretty well defined.

These several factors caused management personnel of the several corporations visited to question the validity of their firm taking government money for doing something they normally do anyway. They suggested that the program would have more value and they would feel better about the subsidy if 1) they were hiring substantially more people than they normally do to give them work experience, and 2) if participation had been stretched to include "marginal employees," people not normally recruited by them. One firm indicated their intention to divert funds received from the government in this project to a scholarship program.

The investigators were impressed at the interest shown by franchise personnel (from store managers to corporate vice presidents) in continuing such programs with the focus shifted to the disadvantaged and the hard core unemployed (including older workers and the handicapped, where feasible). The director of personnel in the McDonald's corporate offices in Chicago suggested that there was a need for people in their suburban stores and if the government arranged transportation, or covered that cost, the company could cover salaries, training, etc. And in this way Negro youth from the inner-city for whom transportation presents a problem could be included.

Finally, it seems that hiring in most of these businesses is normally done by the store manager; hence he establishes his own personnel policies and probably most often selects friends and youth from the neighborhood. Our investigations suggest that this is what happened in this year's program. However, given enough lead time and specific criteria concerning who is to be involved, such training opportunities would be open to a much wider range of youngsters.

Training and Work Experience: Contrary to what was the intention of this project, the franchise industry is much more than a source of summer jobs for youth. It offers tremendous possibilities for good training on the job and work experience and the potential for statewide employment in fast growing businesses.

Because of the nature of the product, the emphasis on service, and the complexity of the equipment used, most of the franchise companies have well developed training programs. McDonald's has "Hamburger Universities" in Chicago and Washington where they teach everything from how a potato is grown to how to maintain and repair the machines that slice and fry them. They also teach such things as customer relations, supervision, and how to operate a cash register. One can become proficient in each of these jobs in 12 to 18 months.

Another interesting fact is that there are 17 different jobs in one of their hamburger shops, from the potato-peeler and clean-up man to the manager, and salaries may range from $1.25 an hour to $10,000 a year. We are sure that the petroleum industry, the hotel-motel business and others offer similar training and as much career potential.

On the basis of our investigations and field visits, it is evident that the participants in Project FIT received good training and work experience in their assigned jobs, even though they were only on the job for 8 or 10 weeks. Given more lead-time and a longer contracting period the program could have been strengthened. Franchisors indicated that special training sessions could have been set up for these groups and more attention paid their development if they had been supplementary to the regular work force.

An important element in this program, one which is not present in most youth employment training programs, is the fact that the youth is immediately put on a <u>real</u> job and not a "make work" situation. His salary is about the same as other employees and he is treated as any other beginner in the shop and not like a special case.

Another means of strengthening the training component would be to arrange for orientation and training of supervisors around the problems and needs of these kinds of youths. Our field visits showed that members of the firms' regular staff (usually an area manager or sales promotion man) were given the responsibility for supervising the shop managers and the trainees in his area. If these men had a better understanding of the project's goals and some insights into the problems of these youth, they could have been much more effective.

<u>Salaries</u>: There were some minor problems on rates inasmuch as some of the dealers have starting rates which are lower than the $1.25 required in the program. The time and half requirement for overtime work was also a little sticky since many only offered straight pay for overtime. In at least one instance we were told that project participants were not permitted to work overtime to avoid problems. The average entry rate in the restaurant industry is $1.00 an hour so that participants in this program were earning more than regular hires in some cases. On the other hand, entry rates in

such jobs as service station attendants were $1.75 per hour (e.g., Citgo's rates were $1.75, however they only paid participants $1.65).

Several employer representatives also complained that the bookkeeping and other confusion related to accepting the government's share of the cost of trainees' and supervisors' time was unduly burdensome and they would be willing to finance such projects themselves in order to be relieved of this burden.

Summary and Recommendations:

In the opinion of the investigators this was an extremely worthwhile experiment. In addition to the obvious benefits of the large numbers of potential openings available through this source there are the other advantages of existing training programs, future career and job possibilities, and a low cost factor if the industry can be persuaded to assume the government's share of the costs. Such programs have obvious immediate and long-range potential.

There are several possibilities we would like to raise for discussion and consideration in the event such a program is to be developed on a regular basis:

1. Could the Department, using the prestige of the Vice President and Secretary of Labor, develop as many openings by going directly to these corporations and franchisors, thereby eliminating "middle man" (Boston College) in the initial development of such a project? Once a dozen of the major franchisors agreed to participate, the details and implementation could be handled through local agencies such as the Employment Service.

2. Should the emphasis in such a program be on the inner city, disadvantaged youth as suggested by several employers? The industry has a greater need for full-time, permanent employees than it does for summer personnel and would probably be more receptive to a proposal suggesting they train this type of youth for permanent employment in a joint program with the Department. Practically all of the participants in this project were high school students and surveys show that 83 per cent returned to school in September.

3. And following the preceding point, would it not be wise to fully capitalize on the possibilities of this situation and approach it not in terms of summer programming but a continuous youth employment training program?

We concur in your decision to operate this program through the Boston College Center in its experimental stage for the research advantages. Once their findings are received, decisions can be made on future programs involving the franchising industry.

Field Report

Community Action for Youth, Inc., Cleveland, Ohio

Introduction:

The program was operated by the Community Action for Youth, an agency located in the Hough area of Cleveland, originally funded under the Juvenile Delinquency program and now receiving most of its funds from OEO, the Department of Labor, and city, county and private sources.

The program was set up to provide voluntary work experience opportunities for Negro slum youth. It was felt that even though Negro slum youth have an urgent need for income, there are not sufficient summer jobs or subsidized work experience programs operating under government and private sponsorship to meet the needs of an expanding Negro youth population. The program thus had as one of its main objectives the development of an alternative solution to the problems of youth employment. It sought to test whether non-monetary rewards in the form of enrichment activities could be used as inducements for youth involved in community service and work experience projects.

The focus of the program was the Hough neighborhood, a low-income high delinquency community which has also been the scene of Negro rioting for the past two summers. Youth were to be recruited from the neighborhood; the program was to be operated and managed by adults, older teens and young adults from the community; and all work activities were to take place in the community.

The specific features of the program consisted of each volunteer spending a half day in supervised work in (1) environmental improvement, the clearing and maintenance of play lots for the playground program; (2) a play program, supervising recreational activities for younger children on the lots; (3) a day camp program for nursery school-age children; (4) a tutoring program to assist youngsters in summer brush-up and remedial work; or (5) a food unit, where lunches were prepared for volunteers and staff in the program.

Enrichment activities were to be provided from 5 to 7 o'clock each work day in the form of special activities such as fashion and charm courses, music and dance, drama, arts and crafts, picnics, trips, and driver education. A staff consisting of a director, assistant director, four program managers and eight program supervisors was included. In hiring, preference was given to unemployed adults, young adults and older teenagers from the area. Program managers were responsible for the implementation and operation of

the program and the supervisors worked directly with the volunteers in their various community projects.

The field investigation included extensive discussions and interviews with the Community Action for Youth Director, the Project Director, staff and volunteers of the Summer Volunteer Program, as well as on-site observations of the play lots.

Discussion of Project Features:

In reviewing the Volunteer Summer Work Program proposal prior to visiting Cleveland, the following observations were made:

1. Although the program was funded as a demonstration project, the program components were seen as somewhat orthodox in that work experience activities and the enrichment activities are fairly typical of what is offered in other programs for this age group.

2. The program intention to offer youth voluntary (non-paid) work experience in a high poverty community was viewed as somewhat questionable in light of the realistic needs of poor youth for monetary remuneration. The investigators doubted that this group would be attracted to the program. It was felt that if given a choice, they would prefer to earn money during the summer, and even those recruited into the program would leave if an opportunity for paid work presented itself.

3. The underlying philosophy of the program which had to do with increasing the capability of neighborhood residents to manage and operate their own program was viewed as meaningful and sound, although not a new concept. There was some question in our minds as to the availability of city-wide resources to supplement neighborhood efforts.

4. Although the program was operated on a one-shot summer basis, we wondered about the value of establishing a follow-up program relating summer volunteers to the on-going program of Community Action for Youth.

5. Although the program ostensibly was directed to a high-risk youth or youth not motivated or acceptable to other programs, we questioned whether such youth would actually be attracted to and remain with a volunteer program.

Findings:

On going to Cleveland, it was our plan to investigate the operational features of the program in order to identify and substantiate innovative or outstanding features, and to give technical assistance to the Project Director in documenting the experiences of the program.

Initial discussions with the Project Director and managers of the program revealed that because the program started late on a somewhat crash basis, many recruiting problems were encountered. Many youth, especially older boys and girls, who might have been attracted to the program had already been recruited for other Federal programs, mainly 1060, an NYC program, and CHAMP, an OEO sponsored program. A major source used for recruiting was the school system; however, this did not produce any response in the form of volunteers. CAY staff felt that the schools did not have sufficient time to publicize the program.

As a result, staff and early recruits were sent door-to-door in the neighborhood to bring youth into the program. A special incentives program was set up for recruiters and prizes were offered for the number of youths brought into the program. Because of the pressures of a late start, staff also instituted a prize system to be given to volunteers on the basis of the number of hours of service. This was felt as essential in order to attract and hold youth in the program. It should be pointed out that this represented a subversion of the original intent of the program, which was to offer only enrichment activities as "payment" for work.

A combination of factors--the crash nature of the program, its late start, competition from stipend programs, the fact that early recruits enlisted their friends and relatives--accounted for the fact that the majority of the participants in the program were in the 14 through 16 age group. (Because of this younger age grouping, an important enrichment activity had to be dropped, e. g., driver education.)

After discussing the program with staff and volunteers and visiting the play lots, the surveying team was hard pressed to isolate what could be considered "distinctively" innovative features of the program. The overwhelming impression that one got from staff and volunteers was one of enthusiasm and involvement. As one staff person said, "This is a wonderful program. The volunteers have a sense of pride in what they are doing. The younger children are disappointed if their tutor does not show up."

Although the program cannot be described solely in terms of its innovative features, there are a number of quite outstanding features which should be enumerated:

1. <u>A voluntary work experience program for youth in a high poverty community.</u>

Youth did not receive a stipend for the work performed. The enrichment activities, originally designed as "payment" for work, were not viewed in this fashion by the participants. In fact, the enrichment activities were

somewhat of a bore to the youth. Part of the reason was due to the hour that they were offered--5 to 7 p. m. Those youth who worked in the morning were not sufficiently motivated to return to the program in the evening. This was due to the type of activities involved. The enrichment program was designed by staff; many of the activities were not appealing to this age group and participation in the activities fell off. As one volunteer stated, "We don't like those discussions where a staff person does all the talking. We like to voice our opinions." A number of enrichment ideas, such as Negro history and Red Cross, were finally abandoned. Two activities emerged as most successful in attracting and holding the interest of volunteers: charm and modeling for girls, operated by a local charm school, and drill team for the boys. The enthusiasm of the boys was so great that on the day of our visit, when no drill class was scheduled, the boys were practicing their maneuvers in an abandoned dirt lot across the street from the project headquarters.

The survey team felt that the staff could have capitalized on the high motivation and creativity of the youth by giving them the opportunity to assume direct responsibility for leading discussions and for choosing enrichment activities.

Incentive Program

The incentive and reward system instituted early in the program substituted for cash in hand. These prizes which were mainly teen-age symbols (transistor radios, cameras, tennis shoes, blue jeans, tee-shirts) gave the young people the chance to earn something which they probably would not have purchased had they received a salary for their work this summer.

The rewards were in the form of merit prizes for service hours and for outstanding achievement in the program. The rewards were given at a special awards night terminating the program; all volunteers in the program received CAY volunteer certificates and emblems.

Our investigation showed that there were mixed feelings on the part of the staff as to the relative merits of the incentive scheme. Most felt that the youngsters needed some tangible evidence of their work experience. A few felt that the youth should have been paid in cash because "these kids need money if only a small amount." Some felt that "money would not have made a substantial difference to this age group. And if you get the older kids, they would need a lot more money." One person felt that there would have been more youths in the program had they been paid, but "the kids in this community need to know that there is something in life other than monetary rewards." At least one staff person objected to the prize system because "the kids were more interested in working for 'hours' than in doing a good job."

We felt, from our discussions with the teen volunteers, that the prizes were a supplement, but not the most motivating factor in their staying in the program. They were enthusiastic about the prizes because it gave them "something to show for the summer." When queried about whether they would have preferred receiving money, most said that they probably would have given the money to their parents "to help out" or have bought back-to-school clothes. The 15 and 16 year olds said they could not afford another "free" summer but would have to work next summer to earn money.

2. Kind of Teenager Participating

At least ten volunteers were interviewed either individually or in a group. Some of the comments above reflect the fact that they were a highly idealistic and motivated group of teens. Under no stretch of the imagination could these youth be considered "high risk" youth. One staff member pointed out that the program had attracted the "nice kids from the Hough area, those who had a high sense of responsibility and motivation."

The survey team agrees that the kind of youth attracted to this program really "made" the program. The failure to attract older youth resulted in a positive contribution to the program, for the older youth probably would not have brought as much idealism to the project. For example, under the Environmental Improvement Program, every morning a team raked and cleaned the dirt lots which served as play lots. We asked the boys in the E. I. program how they felt about this somewhat "dirty" work. They seemed surprised at our question and answered that "someone" had to clean the lots and after all it "is" their neighborhood and therefore their responsibility.

3. Interaction among all age groups in the program

The interaction among the various age groups participating in the project--the very young, pre-teens, and adults--was highly significant. In our investigations we visited and talked to people on three play lots. Each lot had no less than 20 to 30 people on them. Each lot was supervised by an adult and older teen who were paid staff; in addition, two teen volunteers served as team captains or activity supervisors. Upon reaching the play lots, it was not immediately apparent as to who were supervisors and who were participants. Everyone was busily engaged in some activity, and not until our guide took us up to the "supervisor" could we tell what status the person held in the group. This was most evident with the teen volunteers, many of whom were so close in age to the program participants as to be almost indistinguishable from them. For example, a teen volunteer was teaching a group of youngsters to play volleyball. Her only distinguishable feature was the fact that she had on a pair of blue jeans (earned in the program), while the others had on somewhat tattered and raggedy slacks and jeans of every description.

During the discussions with staff, it was apparent that they minimized differences between supervisors and volunteers in respect to authority and responsibility. As a result, there was a free and easy democratic spirit that prevailed in the project.

4. Imaginative use of limited resources

All the physical facilities in the program were indigenous to the community, and because the community is so poor, the project headquarters and the play lots had the appearance of being somewhat "makeshift." The day-care program was located in the project headquarters. Although the room was large, there was an obvious need for additional play equipment for the toddlers.

The play lots consisted of dirt lots which were not graded and thus were full of lumps and bumps with dirt flying all over. Most of the grass had been pulled but not all of it; all of the debris had been removed. Each lot had one or two tables and several chairs. There was one table with a patio umbrella over it; this was sort of a work table for supervisors and team captains. A volleyball net and horseshoes, as well as table games and tutorial games, completed the physical equipment.

Even with a most unattractive physical setting, the youth appeared to be having a good time. It was apparent to us, however, that once the tables and chairs were removed and the volleyball net taken down, the weeds would grow back and the lot would look as though no one had ever been there.

The equipment budget was undoubtedly too small for this project. As a result there was a heavy reliance on local initiative to provide necessary facilities in the program. Much of the broken or lost equipment was never replaced, unless a staff or volunteer fixed it. This kind of "self-help" is commendable in a low-budget program; however, we feel that the project could have been improved by exploring ways to secure materials or replacements through local businessmen, merchants, and service clubs.

Although there are obvious recreational needs in the Hough community, no effort was made to enlist the support of the city in grading the lots or in providing additional recreational equipment. The Project Director recognized this as a weakness, but said that the late start and difficulties in recruiting prevented his exploring the use of citywide resources for the program.

5. Use of local residents as managers and supervisors

The home economist was the only staff person who was not a resident of the Hough area. The local residents who served as supervisors and managers were knowledgeable and interested both in the youth and in community problems.

Discussions with staff revealed their personal knowledge and personal investment in their home community. This spirit and interest was obviously communicated to the volunteers who showed a strong, positive identification with the program.

Except for the home economist and the education manager, who was a public school teacher, staff could be classified as mainly nonprofessionals. (The Director of the Program had been a Post Office employee.) This probably accounts for the informality and the home-grown aspect of the program which was more and more apparent as the survey team undertook its investigations.

The program can thus be characterized as neighborhood oriented, with community and personal involvement of all participants.

Summary and Recommendations:

A two-hour session was held with the Project Director where we discussed in detail our observations and reactions to what we had seen. We went over in great detail with him those features which we saw as outstanding and which should be described in his final report to the Department of Labor. We also discussed with him our recommendations for strengthening future programs.

There is no question in the minds of the investigators that the program provided a meaningful work experience for the teen-age volunteers. Everyone interviewed was enthusiastic and thought the experience was extremely worthwhile.

It is doubtful that the program would have been as successful with older youths, and the fact that they were not attracted to the program was a positive contribution. In designing future programs of this kind, recruiting should probably be in terms of the 14 through 16 year olds.

From the experience documented in this program, volunteer work experiences can probably be expanded to include some responsible roles for the 10 through 13 age group. Staff felt that this group, although originally conceived as recipients of the service, turned out to be as motivated and responsible as the teen volunteer. Each morning they were the first to arrive on the lot and helped to load and unload equipment on the trucks. This age group was especially good in working with the very young--6 to 9 year olds--and welcomed every opportunity to do more responsible work. We suggest that a more responsible role be explored for 10 to 13 year olds.

The program itself afforded a good balance of recreation and responsible activities, with many opportunities for teaching and helping others (this was very

appealing to this somewhat idealistic age group). The combination of work and play in a neighborhood setting solidified the participants' concern for and interest in their community. We feel that the program could have been improved if there had been more time for planning and if the youths themselves had been permitted to take a more active part in program planning.

The project would have been strengthened by developing a wider range of program activities, giving youth the chance to choose among many alternatives as well as to develop their own program ideas. A more sophisticated program, too, would have taken cognizance of the developmental stage of this age group and included program activities which would assist teens in making decisions about the next set of alternatives or choice points facing them. (For example, staying in school, getting work experience, looking at their summer experience in terms of the interraction between an individual and his work.) This kind of informal programming is important for this age group as they begin to sort out future activities and assume greater adult responsibilities.

Although not originally described in the proposal, a Youth Council was organized in the program. This Council was highly successful and had it been organized earlier, the investigators feel some of the weaknesses in the enrichment activities would have been alleviated by the youth themselves.

Because of the esprit de corps developed in the program, it is our understanding that CAY is exploring the possibility of relating the Youth Council to its on-going program; all of the youth expressed a desire to remain together as a group.

The hypothesis that non-monetary inducements can be sufficient substitutes for paid stipends in youth employment programs was not really tested. The participants in the main were just below the age group that can qualify for NYC or other paid work experience. They also represented an age group that is still very much tied to the family and not really "expected" to bring in supplementary income. Their personal needs for money, too, are not as great as those for older youth. The volunteer experience, thus, should probably be viewed as a good bridge between "play" which is the work of the very young and paid work which is the next step for many of the participants in this program.

Field Report

Summer Youth Development Project
Kansas City Metropolitan Area

Introduction:

The Kansas City Summer Youth Development Project operated for seven weeks under the sponsorship of the Catholic Diocese of Kansas City - St. Joseph, the Neighborhood Youth Corps of Kansas City, Kansas, the School Board of Kansas City, Missouri, and the Human Resources Corporation (Local CAP) of Kansas City, Missouri. The project area was the five county - two state area of Metropolitan Kansas City.

The project was developed with the active cooperation of the Region VI Neighborhood Youth Corps staff and the actual applicant and operator was the Diocese of Kansas City - St. Joseph.

The project served 288 non-college youth between the ages of fifteen and twenty-two; 11 per cent were white, 8 per cent Mexican-American, and 81 per cent Negro.

The basic purpose was to demonstrate that by an improved work experience program (in terms of types of jobs, selective placement, etc.) and a multi-functional program of Supportive Services (health, counseling and cultural enrichment), the usual Neighborhood Corps project objectives will be more fully achieved.

In conducting this review, members of the investigating team had available to them the project proposal, project contract, progress reports and the final report. Further, during a two-day site visit interviews were held with members of the project staff still available (the director, work experience coordinator, coordinator of supportive services, and one counselor). Conferences were also held with representatives of the cooperating agencies, area NYC representatives, and others in the community who had some familiarity with either the project, or the youths it served.

Findings:

1. Scope and structure.

The project was somewhat unique in that it covered a metropolitan area which included several counties located in two states (Kansas and Missouri). In structure it was also novel in that the operator and coordinator

of four public agencies was not only a voluntary group but one under sectarian auspices. (Incidentally, because the operator had been a defendant in a law-suit involving a Headstart Program filed on church-state grounds, the arrange-ment for this program was deliberately kept informal--i. e., without written contracts among the cooperating agencies, etc.)

The basic function of the public agencies was recruitment (which proved to be easier than anticipated). Relations among the administrators of the co-operating agencies appear to be based on long mutual acquaintance and respect and cooperation was apparently good throughout the project.

As a result of the structure and operating nature of the demonstration, several restrictions of the traditional NYC project were relaxed, with beneficial effect: residence boundaries were more flexible; 15 year olds were included; both in-and-out of school youth were involved in the same project; transportation was furnished where necessary; and certain legal limits on wage scales paid normally followed by at least one public agency were relaxed.

2. Planning and Administration.

Since the Department of Labor didn't inform the applicant of the project's approval until July 15, planning was severely curtailed. This fact had an ad-verse effect on every aspect of the program--especially on personnel selection, training, and deployment--as will be described below.

The lack of time for adequate pre-planning was something over which the operator had no control and constituted by far the most serious limitation of the project. Moreover, on-going communication and planning was also badly handicapped by the fact that the Director, who by this time (between preparation of the proposal and actual funding) had assumed other commitments in his agency, could devote only half of his time to the project. The resultant situation--where everything was done on an ad hoc, rather than planned, "sequenced" basis--apparently created constant confusion and demoralization among enrollees and staff.

3. Work Experience.

This aspect of the program was not unique (i. e., it is the basic func-tion of the NYC) but it did have several features which are worth noting and on the whole seems to have been the most successful aspect of the demonstration.

One of these was the inclusion, as noted, of 15 year olds, with apparent success. A second was the availability of a wider variety of jobs, better jobs and some flexibility in job selection and placement. Like recruitment, job development was relatively easy. One major reason--and also an unusual fea-ture--was the use of Richards - Gebauer Air Force Base for more than half the

enrollees (154). Top administrators at the Base created a climate of cooperation which filtered down through their staff; a wide range of jobs was readily available; relatively good on-the-job supervision was provided under the "buddy" system; and some extra-curricular activities were also provided. Transportation had been provided to the site, which is 25 miles from Kansas City. Job slots at the facility will be offered again, if time is allotted for better planning. Youths were placed in some 21 different job categories at this one site.

Nevertheless project goals for this aspect of the program seem to have been rather well achieved, as the overall 92. 8 job attendance rate testifies.

4. Supportive Services.

Supportive Services (counseling, health and cultural enrichment) constituted the unique aspects of the project; the raison d'etre for the Demonstration. Yet it was this part of the program in which the greatest problems were found. It was generally agreed that the supportive services component was less effective than work experience, although there were no real means of measuring either in terms of the program's design.

The situation in each of the activities under this component seemed to have been as follows:

Health - Two thirds (200) of the enrollees had medical examinations, but none had blood tests; 50 had dental examinations; a few acute conditions (tuberculosis, high blood pressure) were followed up to some extent but none of the many reported chronic conditions received such attention according to project records. In terms of the rather elaborate plans described in the project proposal, health services did not live up to expectations.

Cultural Enrichment - This segment consisted of a variety of recreation activities, trips, speakers and films. Although the program was organized day-by-day, it seemed to have been fairly well balanced on the whole. The reactions of the youth varied a good deal from person to person and activity to activity. Lack of planning and staff strength in this area seems to have meant that this component consisted of a series of activities of varying quality, interest and relevance which were not integrated with the other components in such a way as to constitute the kind of enrichment and support envisioned in the project proposal.

Actually, this segment of the program was somewhat handicapped because funds for "enrichment" activities were not available until August 11th. Prior to receipt of these funds staff apparently limited enrollees to free activities. It was difficult to determine during our investigation which of the activities involved actual costs, except perhaps for transportation and admission. Trips included a visit to a local college of commerce, museums,

libraries and historical points. Interestingly, counselors often noted that these visits would have been more effective if the groups had been smaller and more time had been allotted. Other events included trips to movies, baseball games and swimming.

A series of speakers were offered during the project. In some cases attendance was voluntary, while in others all participants were required to attend. The speakers included athletes, college representatives, high school counselors, a YOC counselor, an Army Recruiting Sergeant, coaches, a Civil Service Training Officer, and a representative from the Police Department.

Counseling - This aspect of the program perhaps more than any other seems to have been curtailed by the lack of opportunity for proper planning. With a couple of exceptions, proper staff could not be hired by July; the schedule was such that neither time nor facilities were properly allotted for the carrying out of this work, and enrollees were seen "on demand" (which means that many who needed counseling most undoubtedly didn't get it) and "on the fly" if they happened to be handy; less than half of the time of the counselors was, by count, spent in counseling; records and staff conferences indicate that even when problems were revealed in counseling there was almost no opportunity for follow-up. Although the project proposal is not precise on what the counseling program was to accomplish, it is clear that by almost any reasonable standard the problems in making it operational were so great that only a small fraction of its potential value was realized.

The counseling function was actually split with the major contingent of the counseling staff located at project headquarters in Kansas City, Missouri. However, the project paid for one counselor who was stationed at the Kansas City, Kansas headquarters. A third echelon of counselors (perhaps the most effective) were added by the imagination of the staff at Richards - Gebauer Air Base. Once an applicant was placed on a job at the Base, he was assigned to work with one of the regular employees. Under this "buddy system" the regular employee taught him the job's requirements and how to perform. The buddies stayed together throughout the life of the project. Project staff rated these placements as very beneficial, encouraging good attendance and healthy work attitudes.

Further, the work coordinators were charged with the responsibility of visiting youths at the job site weekly for purposes of "counseling and supervision." He was also to be in frequent contact with the supervisor at the job site to discuss such things as trainees' work habits, attitudes, attendance, etc. The frequency of contact and the quality of service varied a great deal from one coordinator to another.

5. Staff and Training.

The two basic units of the program--work experience and supportive services--were each headed by a director reporting to the Project Director and each had his own staff. The immediate assistants to the work experience director were considered professionals and ten Work Coordinators working under them were considered sub-professionals. All of the counselors were considered professionals. Although rough job definitions existed, the distinction between professional and sub-professional tasks is not clear. It is evident, however, that the sub-professional Work Coordinators were engaged in at least some job-related counseling and making decisions based on such activity and that the professional counselors were engaged in much routine work for which professional skill was not required. By general admission the quality of the staff which could be hired so late in the summer varied a great deal and in many cases was sub-standard.

The program was handicapped by the lack of time for recruiting a team of adequate job-coordinators and then not having time to train those who were recruited; and also by having to violate the logical job placement sequence: in many cases youth were placed on jobs before screening. This necessitated more job transfers and problems than would otherwise have occurred.

The original proposal requested at least a week for staff training; however, by the time the contract was funded only two days of orientation was offered. The sessions were conducted by two professors from the University of Kansas' Guidance Bureau and dealt primarily with understanding the client and the use of the non-directive approach to counseling.

Some such deficiencies might have been compensated for by on the job training, but the planned orientation had to be drastically reduced and in-service training apparently was non-existent.

6. Records and Reports.

The project proposal places heavy emphasis on the importance of a comprehensive program of testing and evaluation of individuals and profiles of the client group; and indeed--although it is not clear how all this material is to be used--a concerted effort was made. Because of some of the staff and schedule problems described above, nearly every enrollee's folder reveals serious gaps either in factual information or useful judgments. Nevertheless enough data were collected to permit the preparation of thorough, honest and comprehensive reports on the project, if not on the individuals in it.

7. Follow-up.

The final part of the proposal describes the applicant's intention to follow-up each enrollee at stated intervals to determine what he is doing and,

presumably, whether he benefited from the program. No such activity is taking place, although money apparently is available for it. This would seem to constitute the most serious delinquency by the applicant, because it is one over which he has control.

Recommendations:

1. The work experience program seems to have been sufficiently enhanced by its greater flexibility so that some of its features (such as payment for transportation under certain circumstances) ought to be incorporated into future projects.

2. Other communities which encounter legal and other obstacles, such as the need for city council approval and agency reviews, etc., to joint operation of such projects by public agencies might consider the Kansas City model of permitting--or even creating--a non-governmental agency to act as the actual coordinator/administrator. Certainly this arrangement for dealing with multi-jurisdictional problems seems sound and should be employed elsewhere.

3. The Department must allow adequate lead time for planning, staff recruitment, and training if such programs are to succeed.

4. Technical assistance should be offered in staff training and orientation, as well as program research and induction.

Summary and Conclusion:

The Kansas City project was a rather ingeniously structured program with some interesting features added. It was, therefore, able to improve the work experiences which have previously been available in the area. Its basic goal--that of demonstrating that supportive services could add to the effectiveness of the usual project--probably was not met to any substantial degree; indeed, despite long hours and hard work of key staff, it probably never had a chance of being met because three basic ingredients were missing: time for planning, hurried recruitment of staff, and preparation of an adequate research design.

Field Report

Summer Student Employment Program
Youth Opportunities Unlimited and
Jewish Employment and Vocational Service
St. Louis, Missouri

Introduction:

The Summer Student Employment Program was a program for potential school dropouts, sponsored jointly by Youth Opportunities Unlimited and the Jewish Employment and Vocational Service of St. Louis, Missouri.

Youth Opportunities Unlimited is a part of the Industrial Relations Club of St. Louis. The Industrial Relations Club is composed of approximately 250 businessmen representing all phases of industry in the St. Louis area. YOU was established approximately two years ago to address itself to the problems of youth in school who are in danger of becoming school dropouts. YOU assists such youth with finding part-time employment and provides counseling and advice to youth to help them remain in school and plan constructively for their future.

The Jewish Employment and Vocational Service has since 1963 operated experimental and demonstration programs for OMPER (formerly OMAT), focusing on needs of disadvantaged youths with respect to prevocational training, vestibule training, counseling and placement.

Together the two agencies designed a summer work program to provide work experience for youth in danger of dropping out of school by reason of either economic difficulties or disinterest caused by poor achievement and failure to relate educational experiences to future employment and employment goals.

YOU perceived this program as an opportunity to begin to establish a relationship with youth, a relationship which might facilitate industry's recruiting process for the future. The program was viewed as somewhat similar in philosophy to the sophomore recruiting plan where companies provide work experience for future employees in the sophomore year of college. Following this, in the junior and senior year, subsidies and tuition grants were provided which encourage the student and employee to look favorably upon the company as a career possibility.

The Jewish Vocational Service conceived of the program as an opportunity to provide an employment opportunity, a work experience, a learning experience and supportive guidance for "disadvantaged youth." Specifically the two agencies set out to service a minimum of 300 in-school youth. The program had the following objectives:

1. To help economically disadvantaged youth earn funds necessary to continue in school.

2. To provide work experience which will create better understanding on the part of its recipients of the work world and the factors necessary to succeed in it.

3. To provide exposure to vocational opportunities in a variety of fields for the purpose of stimulating interest in such fields in terms of vocational planning and specific individual work goals.

4. To assist youngsters to receive the necessary impetus to continue education and training necessary to the achievement of success in specific training and/or employment.

5. To provide interest and activity which will make unlikely involvement of the youngster in the kinds of behavior (often resulting from idleness and general lack of constructive direction) which lead to juvenile delinquency or near delinquency.

The population to be served and recruited were 300 youngsters currently enrolled in secondary schools. These youth were to be drawn from those who displayed the following characteristics: poor academic achievement, persistent disinterest in the general school program, economic disadvantages with the resultant hardship in attending school, and attitudes generally inimical to school participation.

The youth were to be recruited from the secondary schools with the aid of the vocational counselor of that particular institution. Supplementing the work experience itself, the agencies were to provide supportive services in the form of guidance for the youth, in evaluating his own actions and developing his work related skills. Such things were to be included as acceptance of supervision, relationships with co-workers, and general attitudes; follow-up in the form of home visitations and conferences with the immediate supervisors.

The field visit to St. Louis was not made until December and it included conferences with Mr. James Click, the Director of JVS, and Dr. Nathan Kohn, Industrial Psychologist and Secretary of YOU. Because this field visit was conducted after the program had terminated, counselors and youth participants were not available for interview.

Findings:

In general, this project had somewhat limited success in meeting the overall objectives of the program. The reasons for this will be discussed under separate headings.

1. Recruiting. School was closed by the time the program was funded and therefore the program was not able to utilize the files, records and recommendations of the teachers and counselors in the schools. JVS was not able to recruit as had been planned or spelled out in the proposal.

Most of the recruiting was done by the counselors who were hired in the program. There was a problem in finding counselors because employment could not be offered to them until such time as the project had been funded. Therefore, the counselors who were recruited did not have the type of credentials that were anticipated, although all did have a degree. Most of the counselors were teachers or coaches.

In the recruiting process, the counselors relied almost exclusively on their personal contacts with youth, which meant that the population recruited did not meet the program objectives in terms of educational, attitudinal, and economic deprivation.

The recruitment took the form of a counselor finding 5 or 6 youth who were interested in summer employment; the youth then recruited their friends.

From conversation with Mr. Click and Dr. Kohn, it appeared that the population tapped represented a broad group of youth, but that very few were, in fact, economically deprived. This conclusion was derived from the method of recruitment as well as the areas of recruitment. Very little recruitment was done in the inner city of St. Louis which has a housing project of low-income persons, ostensibly an ideal area for recruitment of disadvantaged youth. (Dr. Kohn felt that the target population was not reached at all. He said that recruiting was not done in the inner city because of the transportation problem involved in getting inner city youth to those plants that would accept them in this program.)

YOU did not take an active role in recruiting, although they did make suggestions to the counselors as to sources of possible referrals.

Another method of recruitment was through contacts with various social agencies, and through newspaper, radio and television. The mass media prompted approximately 3,000 inquiries into the program. [Most were parents calling on behalf of their offspring.] However, these youth, in the main, were seeking permanent, full-time employment. About 75 per cent of those who called in were rejected on this basis. If a youth did not live in an area where transportation was accessible, he was also rejected.

The largest number of inquiries--about 65 per cent--came from females. The program found it very difficult to place girls.

Many youth who might have been attracted to this program had already been recruited for other government and privately sponsored youth employment programs in the St. Louis area.

2. Job Development. The majority of commitments made by YOU for summer jobs for youth were not honored, and therefore the burden of job development fell mainly to the counselors. For one thing, many of the employers, especially the large companies, had already hired summer help by the time the program was funded.

Job development thus was undertaken by the counselors primarily among employers not already committed to summer employment plans. Counselors could not be selective in terms of the kind of placement for youth--they had to take what they could get in the way of jobs. Thus the summer jobs obtained did not necessarily provide the kind of work experience that would influence vocational choice or further educational training as spelled out in the objectives.

Supportive guidance was to have been arranged in conjunction with work, either after or during working time at the work facility or in an appropriate location outside of it, and employers were to be active participants in such guidance programs.

Many of the employers who made jobs available had little or no interest in the underlying purpose of the program; and so little or no supportive services were offered. An indication of this was that some youth were hired because the company had committed themselves and felt a social obligation to do so. The foreman had not made this commitment and therefore felt that the youngsters were more of a burden than a help; such youth were able to see that there was a sort of make-work situation for them.

If YOU had fulfilled its commitment for jobs, the counselors--most of whom were unqualified for job development tasks--could have had more time to carry out their counseling duties.

One positive and interesting aspect of the job development efforts had to do with the use of former professional athletes to get commitments from industries. Just as these athletes are used to sell automobiles, beer, whiskies, and other commodities, it was found that they were able to get the cooperation and commitments from industry much easier than the counselors. This is a new dimension in job development and should be encouraged in other programs. Other projects have already shown their value in recruiting youth for these programs.

Experiences in this program show that the small and middle-sized companies provided a better work experience that the big companies. This conclusion was drawn primarily from comments made by youths. Even Dr. Kohn, himself an industrialist, felt than the big companies were not the best companies to involve in such programs. Although they provided a higher volume of job opportunities, the fact that they did not really need the youth and were quite impersonal about the whole program affected the nature of the experience.

About 15 or 20 youth were placed as independent contractors for vending machines and ice cream concessions. Time did not permit full exploration of the legalities and technicalities involved in this kind of placement. However, such placements provided an opportunity for a youth to exemplify or show his initiative and to learn something about business management. With sufficient planning, this kind of placement holds potential for expansion.

3. Counseling. It has already been pointed out that because of the late start of the program, it was difficult to obtain the kind of counseling staff that had been anticipated. As a result, the counselors had to be trained and developed in terms of the needs of the youth, the needs of industry, and the objectives of the program.

Because the program was not seen in actual operation, it is impossible to evaluate the effect of this training on the counselors. From our conversations and from reading program reports and other documents, there is some indication that the counselors could have done a better job and should have been better prepared for their job. Counselors were assisted by the staff of YOU in dealing with problems that arose from student-employer relationships and problems raised by students or companies.

The program had as one of its intentions the screening of applicants and the matching of them to the jobs. There is no indication that such diagnostic screening actually took place, although counselors did interview students, frequently within their own homes, and obtained as much information as possible about past work and school history. The counseling component was an important feature in the program, although it was not as refined as it might have been. The individualized attention, home visits, and continuing support throughout the entire program made valuable impressions on both the student and his family.

Special placement efforts and assistance were given to those youth from decidedly disadvantaged backgrounds, and the rate of placement and acceptance of this group was high.

A by-product of the program was the effect on the counselors themselves, most of whom were high school guidance counselors. They apparently gained considerable knowledge and experience through contact with the industrial world which will help them in their regular counseling roles in the secondary schools.

4. Impact on Youth. Although the program did not reach its target group, it was felt that the participants did receive a number of benefits, and that personal discipline improved in those participating in the program.

The impact on the youth could have been heightened had the program been structured to provide screening in the JVS diagnostic center where accurate

measurement of their abilities and limitations would have been made. Students should have been assigned to pre-vocational, sheltered workshop situations such as the JVS operates in St. Louis prior to job placement. Thus, they would have been able to compare the differences between school, sheltered work and a real job. The counselor, too, would have had much more definitive information in order to evaluate the potential of the individual students.

Noticeably absent from the experience of the youth was any planned exposure to other kinds of learning experiences, such as money management. The youths spent their money on various things: one bought a motor bike. The majority bought clothes and some spent their money on vacations. (This was another indication that the target population was missed, since it is unlikely that impoverished youth would spend their money to go on a vacation.)

For some 35 per cent of the students, the summer job is being continued as a part-time experience while they continue in school. The program administrators cite as a possible consequence of the program the fact that all the students are returning to school. Undoubtedly the money earned this summer will relieve the financial burdens of some of the students. There is no objective evidence, however, that the group recruited would not have gone back to school anyway.

5. Reactions of Employers. The fact that the business community did not live up to its promise of providing both the numbers and kinds of jobs expected by the program administrators was a crippling factor in the program.

Those employers that did participate responded positively to the experience. Some refused reimbursement due them. Some offered to underwrite jobs for next summer. Most indicated a strong interest in continuing support for this kind of program.

Employers rated the students on a form devised by JVS and YOU. The form was a check-off kind of survey instrument. It is our belief that a narrative evaluation submitted by the counselor as a result of consultation with the immediate supervisor would have been more meaningful and perhaps much more valid.

Sufficient lead time would have possibly insured more jobs of the kind desired by the program. However, within the short span of the summer, more could have been done to involve industry in more than a perfunctory way. For example, YOU could have had each participating company identify persons in the firm who would have direct responsibility for working with the counselors in finding jobs within the firm.

Summary:

One of the positive features of the program was that it afforded the potential for a partnership between a social agency, business, and the federal government. According to the project sponsors this was the first undertaking of this kind in the St. Louis area.

The investigators of the program were handicapped by not having seen the program in actual operation, for some intangible benefits might have been perceived--benefits which were not evident from the interviews nor any review of project reports. There is no question that the program provided a meaningful work experience for many of the youth, but because of the nature of the placements some youth probably derived less from the experience than had been hoped.

The following overall statements can be made about the program.

1. There is no evidence that those recruited were potential dropouts; nor was selection criteria based on actual need.

2. Job development was not selective in terms of the needs of youth--but in terms of what was available and open to such youth.

3. Most employers were incapable of or uninterested in providing the supportive service indicated as an <u>important</u> ingredient in the program. Supportive guidance thus fell almost entirely on the shoulders of the project counselors.

4. There is no question that industry has the resources and ability to help youth reach their potential level of achievement. Individual realistic counseling can facilitate this process.

5. The project demonstrated that even with the best design, considerable pre-planning and lead time is necessary to insure that all parties carry out the functions assigned in the proposal.

6. In the short span of a summer, the project had to deal with a number of major problems:

   a. Finding and screening target youth;

   b. Developing jobs in industry and preparing industry for the acceptance of such youth;

   c. Training and development of a counseling staff;

   d. Finding placements that did not pose restrictions in terms of skill, union, and location.

7. The most successful placements were in small companies; companies that hire a number of unskilled summer help, companies that perform services for people, and companies where people can be "trained" in one week or less. All of the above had to be learned through trial and error by the counselors.

8. Because the counselors had to devote so much time to job development and to training themselves for this somewhat unfamiliar role, other counseling aspects of the program were not carried out to the extent that they might have been. A by-product of the program was the fact that the experience provided the counselors with new understanding of the current job market and what the unskilled youth faces in looking for a job.

In summary it can be said that the project did not go as far as it had anticipated in involving the business community, in the operation of the program, in providing supportive guidance to youth in the industrial setting, and most seriously in reaching the target group for whom the program had been planned. However, with sufficient time for planning, pre-development of jobs, screening and training of counselors, and emphasis on service to the disadvantaged through specialized recruitment efforts, a program such as this would - we imagine - go much further in achieving its goals.

Field Report

Summer Youth Employment Program
JFK Family Service Center, Charlestown, Mass.

Introduction:

The John F. Kennedy Family Service Center is a family multi-service center designed to assist individuals and families with their personal problems. The Center was established in March, 1965, and has been operating in the areas of health, employment, legal service, education and welfare. The Youth Employment Program attempted to place 150 youth 15-21 years of age in jobs both in private industry and nonprofit organizations. These youths were to be high school students from the Charlestown area.

In addition to job placement, the youths were to receive guidance, education and instructions (both group and individual) as a part of the attempt to acquaint them with the world of work.

The major focus of this demonstration was to provide (1) summer employment in private industry and public agencies, and (2) special counseling sessions allowing the youths themselves to discuss the merits and limitations of their summer work experience through the conscious exchange of views about their various work settings. An expected result of such assessments was the development of guidelines for strengthening future federally assisted programs.

The project's operating staff consisted of seven people: a director, an assistant director, four youth counselors and an intake receptionist.

Outstanding Features:

To an extent the sponsoring Agency was unique in that it was currently operating programs in education, guidance and employment which served members of the families from which the youth involved in this program were to come. The Agency is widely known throughout the Boston area and through an employment program for older workers gained experience in the manpower field. Relationships had been established with other local manpower agencies as well as with employers in the greater Boston area. Further, involvement in previous manpower programs allowed them to develop and perfect an array of supportive services which were available to the applicant and his family.

The sponsor proposed to offer continued counseling and guidance to youth throughout the length of the project (10 weeks). Guidance counselors were available to individual youth and voluntary group guidance sessions were conducted one evening a week. These sessions were led by professionals and

were for the purpose of helping the youth understand the meaning of their work experience and become better prepared to make their own vocational choices when the time comes. They involved individual and group guidance, as well as educational and vocational instruction. Counseling objectives were:

(a) to increase the understanding of current and future employment requirements;

(b) to orient the young adult to the world of work; and

(c) to increase his ability to compete successfully in the future labor market.

Another experimentative aspect of the program was the fact that the youths themselves were asked to evaluate their job experiences and make recommendations which could be used in planning future programs.

In conducting this investigation our staff visited the Center where we met with the project's administrative staff, held a lengthy meeting with job developers and guidance counselors, and participated in two evening group guidance sessions which also afforded an opportunity to discuss the project with the youth involved. During a subsequent visit the project was discussed with the Center's executive director and technical assistance was given persons responsible for the development of the final project report.

1. Project Staff. By and large the agency attracted what we would consider a qualified and rather diversified staff for the project. The director was a young man with a background in industrial personnel. The assistant director was a doctoral candidate in counseling and guidance, and was responsible for general administration, the supervision of counselors, and the maintainance of records and statistics. There were four Employment Counselors and the group included a recent college graduate (female), a former Army Recruiting Sergeant, and two school teachers. They were responsible for the screening, referral, and placement of applicants, on the job follow-up, conducting group sessions, and job development. Their job development activities were under the direction of the project director.

The staff also included an Intake Receptionist and a secretary. Both of these young ladies were high school graduates who had lived in the area all of their lives and as a result provided direct contact with youthful clients which proved helpful in both recruiting and follow-up.

2. Recruitment was apparently no problem in this project. The Agency was known as a job resource and had conducted an NYC program the previous summer so a number of youth appeared there seeking summer employment. (Some 85 applicants appeared in the first two days.) Others were referred

through the local schools, the housing authority, by parents and friends, and as a result of an announcement read in the churches of the community a total of 348 applicants applied for the program.

3. Job Development and Placement. In addition to using the agency's existing files and employer contacts, staff also sought the advice of the Massachusetts Division of Employment Security and the Boston Youth Opportunity Center. Job developers contacted employers from JFK's Index of 300 industrial and business firms and canvassed the area's 130 public and private, not for profit agencies for placements. The project design called for 75 industry placements with salaries to be paid by the employer, and another 75 to be placed in non-profit agencies with the project paying the stipend of $1.25 an hour.

The project was successful in placing 179 youngsters during the summer. Sixty boys and 28 girls were placed on stipend jobs; and 68 boys and 23 girls were placed in industry. In the first three weeks alone, more than 500 jobs had been developed in industry, with another 120 stipend jobs pledged. While industrial placements included the anticipated odd-jobs (shipping clerks, dishwashers, janitor's helpers, etc.), there were also a number of cashiers, spray painters, and electric bench workers placed through the program. One of the problems encountered in industrial placements was the age of the youth. Most employers were afraid to hire anyone under 18 because of child labor laws. Some 65 per cent of the youths who applied for jobs in the program were 15 and 16 years old.

The sponsoring agency was apparently very careful in looking for "meaningful" jobs so that the youngster would receive a worthwhile work experience. They were particularly concerned about the kind of supervision the youngsters would receive and whether or not he would be required to perform his assigned tasks. Overall, successful placements took somewhat longer in private industry than in the non-profit positions, but project staff was impressed with willingness of local industry to employ applicants even on a short-term basis.

4. Guidance and Counseling. This was probably the most important part of the program certainly in terms of innovation and the development of ideas for use in future programs. The project staff suggested that, "The primary aim of this vital part of the program was to provide both individual and group guidance, education, and instruction in order to increase the youths' understanding of current and future employment requirements and trends, to orient them to the realities of the world of work, and to increase their ability to compete successfully in the present and future labor market." The counseling component of the program included:

a. Initial-screening interviews which provided an assessment of the applicants' previous employment experience, vocational interests, his assets, and his needs. These interviews also provided such basic information as age, sex, family situation, and health information. Applicants were first asked to complete a confidential application form and then interviewed by the employment counselors. This initial interview was used not only to substantiate information given on the application form, but also to provide additional information, as well as to explore and evaluate any work training and/or experience the youth had previously.

b. Follow-up interviews were a part of the project design and occurred on a continuous basis after job placement. These individual interviews occurred in the project office, on the job site, on street corners, and wherever it was possible for the counselor to interview one of his counselees. Though somewhat unstructured, these interviews attempted to ascertain the youths' job satisfaction, stability, and problems. While the discussions usually centered around occupational experiences, school, and social relationships, the counselors usually tried to relate the discussions to the youth's expressed occupational and educational goals.

Counselors were required to make jobs visits during which they not only interviewed and reviewed the performance of the youth, but also interviewed the supervisor and evaluated the adequacy of the work station and the supervision. Such visits were conducted on a frequent basis since it was during these visits that stipend youngsters received their checks from the counselor.

Basic counseling and case work services were also offered by the project and/or Center staff. When a youth counselor uncovered a problem he referred the youth to the assistant director (a trained counselor) who took the client from there. And, of course, case work and other services of the Center were available to project participants.

c. Group guidance meetings were also held during the evenings, one night a week. Attendance was voluntary and the youths were paid for their participation. Project records show that not all of the youth chose to attend these weekly sessions. In fact 59 of them did not attend at all. The average number of meetings attended by those who did participate was 4. Each

counselor held two sessions a week in order to keep the groups small. The meetings were one hour in duration and the average size of the group was 14.

In these sessions group leaders employed such techniques as role playing, buzz grouping, and the use of case studies. Opportunities were always allowed for the sharing of present job experiences and discussions were usually based on the agenda provided the leader so that there was some structure to the meetings. In addition, a variety of speakers and information pieces were presented at meetings to give the youth a better understanding of the world of work, proper work habits, vocational possibilities and requirements, etc.

Several of these group meetings were held for special purposes. One was a parents' meeting which was held for the purpose of acquainting parents with the program and enlisting their support. Others featured instructions on proper dress, speech, grooming and mental attitude for girls; discussions of the draft and military obligations with the boys; and still another was used to administer tests to the youngsters. And, of course, verbal and written evaluations of the program and individual work experiences were always a part of each session.

3. Work Experience. Although we did not visit any of the work sites, we did discuss the experience with both the counselors and youth participants. On the whole the placements were good, with the possible exception of some of the public agencies. Both counselors and youth mentioned that at the police station, for example, the trainees spent most of their time doing general cleaning. However, the fact that the counselors visited the job sites and discussed the youngsters' progress and experiences with the supervisor may have been of help in overcoming some of the negatives of the placement.

In the main the trainees were pleased with their jobs, the supervisors and fellow workers. One point worth noting from our interviews with the trainees was the way in which those assigned to institutions (hospitals, orphanages, and a home for the mentally retarded) seemed to develop pride and pleasure in working with those less fortunate than themselves.

As earlier comments suggest, there seemed to be some qualitative differences in jobs performed as well as in the kind of supervision if you compare non-profit placements with those in private industry. On the basis of interviews with youths and project staff, it was apparent that despite attempts to select and use only "meaningful" placements, a greater number of youths in stipend placements complained about their job descriptions.

Summary and Recommendations:

In a real sense there was little if anything new or innovative in the idea of this project being run by the JFK Center. Any number of settlement and neighborhood house organizations are involved in small youth employment programs during the summer (and year-round, for that matter) and they seem to have about as much success in job development and placement as do the city-wide and public agencies. Further, they generally do a better job of reaching needy youngsters and offering the full kit of related services which enhance the youths' development and make the experience meaningful. This is to some extent due to the fact that the Agency (settlements, etc.) usually has a long-standing relationship with the youth and his family stemming from other programs and services (education, recreation, health services, etc.) and brings to an employment program a kind of rapport, understanding and continuous service. The advantages of using this kind of agency for summer employment programs, as opposed to the E. S. which only deals with employment, or the schools where education and training are primary, should be apparent. The average youngster probably has more frequent and favorable contact with his local neighborhood house than with any other agency or institution.

Thus we feel it is important that federal resources be made available to these agencies for the development, expansion, and continuation of such programs. The reason for this should be apparent. Such agencies are indigenous to the community and as a result are already "in touch with" not only the youths, but his parents and other members of his family, local agencies and institutions, and employer groups. They are already in the business of providing health, welfare and other services to the community, so it seems only logical that certain kinds of employment programs be entrusted to them, also.

In considering the unique aspects of this summer project: 1) The use of both industry-paid and non-profit stipend placements; 2) weekly group guidance sessions; and 3) having the youths themselves evaluate the project, there are a number of assumptions which can be drawn that may be of use to future programs. It is interesting to note how many unskilled and entry-level jobs were uncovered in a short period by the agency. Employers who are already familiar with an agency (and perhaps on the board of directors) seem to respond to direct appeals for job offers to a special constituency, in the case of youth. Similarly, the agency was already in contact with local health and welfare agencies, as well as public agencies and institutions, so it was easy to canvass them for stipend placements. The only serious difficulty encountered in the job development and placement area was the reluctance on the part of most private employers to hire 16 and 17 year olds because of their fear of violating the Fair Labor Standards Act and Child Labor laws.

While the group guidance sessions provided those who participated with a useful experience and yielded a good deal of sound information to the project's staff, it is our feeling that the benefits could have been increased through the involvement of more of the project's participants. We were informed that only half of the youths attended these sessions and not all of this group attended every session. Perhaps regular attendance could have been increased if the sessions were held during working hours, with paid time off for participation. These sessions could have been greatly strengthened throug the use of more outside speakers, supervisors, employers, E. S. personnel, etc.

The use of the client evaluation technique is certainly valid and should produce many worthwhile suggestions for strengthening future programs. Several recommendations are apparent, although not altogether feasible from a cursory review of trainee responses. The individual employment counseling component was highly regarded by most. Many of the stipend group did not appreciate their jobs and the work they were doing. Most of the respondents disapproved of the test administered by project staff. (The Cattle School Interest Inventory was administered on a voluntary basis and only 48 of the 179 youngsters took the test.) And, finally, many complained about the rate of pay.

It is our feeling that this program should serve as a model for future programs operated by similar agencies. The final report should be detailed and complete and should include a step-by-step "how to do it." Reasons for the use of certain methods and techniques should be explained and problems should be described and analyzed. The result should be a booklet which could be distributed by the National Federation of Settlements, National religious bodies, the National Social Welfare Assembly, etc. to constituent agencies. On the question of future funding: local foundations, Chambers of Commerce and Community Funds may be of help as could be OEO and NYC among federal agencies.

The question also arises as to what is the difference between the stipend program and NYC. According to youth who participated in this program and had been involved in NYC previously, the difference was they <u>worked</u> in this program and as a result <u>learned</u> something while in NYC last year all they did was "sit on the back of a truck, or under a tree." The difference here, of course, is in the agency which selects the job sites and its understanding of the youth, the need for meaningful jobs, and the necessity of good supervision. In fact, except for income limitations, NYC could produce similar programs if they concentrated on placement that met the criteria mentioned above and made better use of their counseling and supportive services provisions.

Finally, one of the unexpected results of the program was the experience gained by the youth counselors. The high school mathematics teacher who served as one of the counselors during the program suggested that on the basis of this experience he now knew more about the career aspirations and job needs of youth than did the guidance counselors back at his school. He also felt that the experience in job development and work site visits made him more familiar with today's world of work than the counselor. Does this suggest that a side benefit of such projects could be in-service training for high school counselors, principals and shop teachers so that they might stay abreast of current job needs and the job market?

Field Report

Project Exploration, Mayor's Youth Employment Project
Detroit, Michigan

Introduction:

Project Exploration, sponsored by the Mayor's Youth Employment Project in Detroit, Michigan, was a summer program with the main objective of providing an exploratory vocational experience, supplemented by counseling, guidance and supportive services for disadvantaged youths. The program established the following objectives:

1. **To stimulate the desire to continue school and/or further schooling.**
2. **To provide factual vocational information.**
3. **To provide related guidance and counseling on a day to day basis.**
4. **To develop a realistic test program for the youths involved. Immediate response.**
5. **To provide a wide variety of experiences designed to assist youths in selecting an occupation.**
6. **To provide a medical-dental program that might alleviate some of the road-blocks, impairing employability.**
7. **To provide a nutritional program designed to improve health and, therefore, the work capability.**
8. **To provide an in-depth counseling program aimed at personal problems.**
9. **To provide group experiences. Dialogue, interpersonal relationships, attitude development.**
10. **To transmit all data to interested and legally acceptable agencies.**

Outstanding Features:

Certain features of the project were considered to be outstanding with respect to their providing teenagers with opportunities for exploring the world of work. Some characteristics of the project were not necessarily unique;

however, the overall design was theoretically sound. More important, the project possessed the potential to show, and was partly successful in showing, some unique and innovative components.

In summary form the outstanding features were:

1. Objective of exposing in-school, inner-city youth to multiple possibilities within the world of work in the course of a single, short-term project.

2. Introduction of measurement and data collection to assist in appraising the experimental and demonstration aspect, thus providing immediate feed-back.

3. The attempt to provide work experiences for enrollees which encompass two dimensions: horizontal diversity and vertical variation. First, the youths were to see the diversity of jobs at somewhat similar levels, e. g., secretary, medical secretary, legal secretary and the like. Second, youths were to be sensitive to the vertical hierarchy within an occupation, from the level of job entry to supervisor. Also, the idea was to expose the teenagers to a variety of jobs at various levels.

4. The attempt to provide vocational counseling related to the job currently engaged in by the enrollee, i. e., the immediate feed-back of the youth's on-the-job experience and relating it to vocational counseling and the world of work.

5. Counselor contact with field on-the-job supervisors as well as with the youths in their actual work setting.

6. Emphasis on college in terms of its relationship to the world of work.

7. Absence of training as a prerequisite for gaining work experiences. That is, the enrollees were able to explore occupational possibilities without possessing the necessary skills.

Findings:

This review visit took place on August 29 and August 30, 1966. The investigators spent the first day in meetings with Project Administrative Staff, and observing youth at their job stations. During the evening and following morning, interviews were held with counselors, enrollees, test specialists and supervisors. The project served 237 youths, ranging in age from 15 to 18 years. Some 95 per cent of them were Negro.

The investigators concentrated upon the identification of the project's outstanding features and their implementation. In this section the report deals with the ways the features were implemented and, moreover, suggestions are made regarding ways the features could have been implemented more effectively.

1. Exposing Youth to the World of Work

The exposure of youths to the world of work both in the classroom and at the job stations was attempted during the project. Exposure was more successfully implemented in the classroom since the three weeks of concentrated classroom activity provided more opportunities for vocational exploration and, in addition, for two days each week enrollees returned to the classroom for further discussion.

Implementation could have been improved by providing significant experiences for every youth at the job stations as well as further exploration in the classroom. There was no assurance that every youth was exposed to a variety of work experiences. In fact, this was the exception rather than the rule.

2. Experimental and Demonstration Aspect

The project did, in fact, embrace both experimental and demonstration approaches and this constitutes an innovative component. The project was designed with the idea of testing a general hypothesis that changes will occur as a result of variables introduced during the life of the program. It was felt that the changes seen will be positive and that the enrollees, having been exposed to a variety of job experiences and counseling will be more positively orientated towards continuing their education and will be more knowledgeable about the world of work. There was evidence that most enrollees were exposed to a kind of "vocational counseling" and that there was opportunity to function on at least one job station. The evidence also suggests that the enrollees did profit by the various exposures. The project would have come far closer to its goals had there been more job stations per enrollee. This could have been accomplished by shortening class periods to one day following the initial three weeks, leaving more time for field experience.

The experimental aspect though present in the forms of on-the-job placement and vocational counseling was far too loose to furnish anything other than a generalized notion. The very design of the program prevents one from drawing significant conclusions about what really happened or why it happened, i. e., there is no way to demonstrate the combined or separate contribution of the two variables above. In any event, the results would have been unreliable unless the experiment had been controlled to the extent that every enrollee was exposed to the same experiences (variables). Over and above the two settings, field and classroom, there was need to have a clear definition of what was to happen within these settings and the manner in which it was to happen.

The concept of flexibility is one that lends itself to demonstration. Flexibility implies a lack of preconception and open mindedness, both of which are vitally necessary in this type of project. Instances of flexibility were seen in changing the number of days in class, changing an enrollee from a poor to a better placement, taking more enrollees than originally contracted for, and introducing the college emphasis.

3. Measurement and Data Collection

The introduction of measurement and data collection was a sound concept in the sense that a form of objective assessment of the contribution of each of the variables (assuming they are identified) lends support to the validity of the conclusions drawn at the end of the project. This component was also considered to be an innovation.

The nature and form of measurement, when seen as a direct aid in assessing the worth of a given experience, would be invaluable in determining whether an activity should be continued, modified, or omitted. Any measure such as self concept, aspirational level, knowledge, etc., that could be immediately applicable to the on-going program is desirable. One would not hesitate to encourage looking intermittently for indices of movement or lack of movement provided it is known what is to be measured and the method to be employed.

A program of this nature would do well to attempt to measure both the enrollee's understanding of the project and his feelings regarding the felt worth of the program.

All data collected should be available for staff at the time its use is most functional. Measurement for measurement's sake should be discouraged and should be avoided, unless it is done in the interest of the enrollees and in a manner that insures that they are the benefactors.

4. Vocational and Occupational Information

Up-to-date vocational and occupational information was provided in the classroom setting by the counselors. This information was secured after the

program was underway through the counselors' efforts in searching library resources and in obtaining material from various sources in Michigan.

Further improvement in implementing this feature could have been achieved by securing counselors who were familiar with professional and vocational information at the onset of the program in order to prevent the lag between an enrollee's interest and his being supplied with appropriate data.

5. Horizontal Diversity and Vertical Variation

These two dimensions, taken together, constitute an innovation in the program. The attempt to provide work experiences which illustrated both the variation in a hierarchy of positions within the same occupation and the diversity of various types of related jobs at the same level was only partially implemented. In the classroom, however, some time was spent in exploring these two dimensions.

A greater degree of success would have been possible if every effort had been made to insure that enrollees' experiences incorporated the two dimensions in the job stations. Moreover, the enrollees may have been made more aware of what is encompassed in the two dimensions in the classroom situation, if more emphasis had been placed on the nature of a particular job and less emphasis on how to apply for and hold a job.

6. Caliber of the Enrollees

The selection and recruitment process did not produce the type of teenager the project originally sought after, because identification of possible enrollees failed to systematically search out the potential dropout. Rather, a general announcement seemed to be made at most schools and those youths who were not to be involved in some other summer project (e. g., NYC) signed up for Project Exploration. This selection mechanism, however, discovered a group of teenagers, mainly middle class Negroes, who desired to explore the world of work. The youths were, by and large, intelligent, creative and energetic.

The project might have revised certain program components to capitalize upon the salient characteristics of the enrollees. For example, the length of classroom activities may have been rearranged, or the job stations identified for the youths might have been more in line with the aspirations of the youths.

7. Vocational Counseling and On-The-Job Experience

The attempt to provide vocational counseling related to the job currently engaged in by the enrollee, i. e., the immediate feedback of the youth's on-the-job experiences and relating it to vocational counseling and the world of work was an innovative component in this youth program.

To say that this aspect was well implemented in the classroom would be a statement that is borne of assumption rather than substance. There is some evidence that this type of experience occurred in some groups, but the data indicates that this was accomplished at varying levels, with respect to intensity. The fact that there was a total absence of guidelines, subject matter or content created a condition that left the creation of a learning environment subject to the counselor's interests, strengths, and weaknesses. There is no doubt that the project administrators were sorely remiss in not having developed some guidelines, objectives, and materials for presentation during the periods in which the eight counselors worked with their groups.

The development of a method designed to evaluate the classroom activities would have provided the needed organizational consistency. The absence of structure resulted in some discipline problems. Vocational counseling also took place in some instances on the job site when the enrollee had the good fortune of being placed with an interested supervisor.

From conversations with the enrollees and counselors, it appears that the majority of classroom discussion centered around the interpersonal relationships between enrollee and job supervisor. It would have been more in keeping with the project's goals if the enrollees' presentations had been descriptive in nature rather than subjective or judgmental. That is, the discussion would have centered upon the important features that distinguish one job from another. Under those circumstances, a great deal more information would have been disseminated regarding particular types of jobs. Even in those cases where an enrollee was dissatisfied with his placement, he could have described it.

Often the large group approach prevented some of the less aggressive enrollees from contributing vocally. All enrollees could have contributed if they had been given experiences such as the filling out of forms that resembled job specifications, or showing movies, or presenting job specifications at the beginning of the program. Finally, the enrollees' experiences would have been greatly improved if they had been helped to relate their personal experiences to a generalized experience that was by design common to the whole group.

8. Personal Counseling

To be impressed by the presence of a concept that evidences recognition of the fact that an individual needs the opportunity to exist and to operate in confidence, in more or less varying degrees, is not a reaction generated by the originality of the concept. Rather, if this is seen as a need over and above the group setting, there needs to be the recognition of the limitations in the kinds of things that can be accomplished <u>en masse</u>.

Both the enrollee and the counselor reflected the need for personal counseling. As requisites to accomplishing or implementing this objective, there

are several conditions to be met: (1) the counselors need to be trained to the extent that their skills allow them to develop a relationship with the enrollees that approaches the therapeutic; (2) specific time needs to be allocated and built into the on-going program during which personal counseling can occur; and (3) the circumstances under which personal counseling occurs needs to be a matter that is controlled by design. Unless these conditions are considered as absolute minimals, it is doubtful whether or not this component has a place in the program. From the interviews with staff and enrollees, it was clear that this aspect of the program was not implemented with any degree of depth or success in the classroom setting. With respect to the qualifications of the counselors for this program, it was perhaps better that the occasions for personal counseling were not planned for and that the opportunities, when they occurred, often went unrecognized.

9. Counselor Contact with Field-On-The-Job Supervisors

The records and interviews showed that these contacts did occur weekly with regularity, and counselors did talk with the supervisors and enrollees. During these conferences, misunderstandings were often resolved and the quality of the enrollee's experiences was evaluated. This is another innovative aspect of the project. The on-site visits provided the counselor with first hand information, an opportunity to see the results of the vocational counseling in an actual setting, a chance to observe the enrollee--with the idea of improvement or reinforcement, and the time to gather information to be used in the classroom because of its universal application.

From conversations with job supervisors, it was clear that not all were aware of the nature of the project, its goals, or their responsibilities as they related to the enrollees' needs and the program expectations. Moreover, in some instances the enrollees' understanding of the counselor's visits was not fully understood.

Basic information about the project would have prevented some of the misunderstandings and would have acted as an initial screening device for eliminating job stations where it was obvious that the supervisor would be uncommitted to the project objectives. If the counselors had been in possession of information regarding job specification at the beginning of the project, it would have been possible to provide better guidance to the supervisors regarding desired experiences for the youths enrolled.

An ingenious method was used in obtaining job stations under less than optimal conditions. Nevertheless, one can speculate on what the response might have been if, for example, an appeal had been made through mass media.

10. Low Attrition Rate

Project Exploration was characterized by a low rate of attrition among the enrollees. Less than five youths were reported to have permanently dropped out of the program. The success of the project in this respect was due primarily to the caliber of the youths enrolled and the use of fringe benefits to maintain interest.

11. Emphasis on College

The project demonstrated flexibility at this point by taking cognizance of the interests and aptitudes of the majority of the youths. Since they were not potential dropouts, but had considerable interest in continuing their education past high school, the counselors spent a good deal of time discussing the various types of post-secondary institutions--junior colleges, liberal arts colleges, and major universities, and the type of individual each kind is designed to serve according to its unique purposes.

The enrollees seemed to be hesitant about seeking admission to college, according to the counselors, and an effort was made, with considerable success, to dispel the incorrect perceptions of higher education held by the enrollees. A more effective program could have been developed by providing more meaningful experiences for the youths by developing realistic ideas about college life. While visits to college campuses and filling out applications was a step in the right direction, the project might have developed a set of related activities to demonstrate to the youths both the intellectual, as well as the social, climates on a college campus and the relationship of attending college and vocational choice. For example, during the retreat at E. M. U. it was possible to have the youths interact informally with college students in various fields of study and also the program might have drawn upon some officials of the University to meet and discuss college life with the teenagers. Neither of these avenues was pursued by the project personnel.

12. Absence of Training as a Prerequisite

The innovative nature of this component of the program is considered to be of significance. The project did not attempt to provide the necessary skills, even when the job station required a high level of skills for full-time employment. The youths, in these circumstances, could explore the responsibilities involved in such a vocation prior to acquiring the skills usually considered necessary even for considering the possibilities within a certain vocation.

Better implementation could have been possible if the purpose of the youth's placement was clearly understood by the job station supervisor. At times, performance expectations were too high for a youth who was, in fact, only exploring the possibilities of a career in a vocation. Also, there was a need to

insure that youth understood the need for acquiring the necessary skills related to the vocation, if he were to make a choice in that particular area.

Summary and Recommendations:

The team made three major observations in its summary to the administrators of Project Exploration: (1) the project established that it is possible to give a teenager job exposure and experience without possessing the necessary skills involved in a particular vocation; (2) the program achieved only limited success with respect to implementing the proposed program components, which, however, seemed to have considerable potential; and (3) the project reached a high caliber of enrollees who had appropriate expectations from the program. The following points reflect the team's viewpoint regarding ways to achieve greater implementation of program components which would contribute to its success:

1. In order to accomplish the goals of Project Exploration, it is necessary that staff and enrollees understand the objectives of the program. Only the Project Administrators had seen the proposal, and, therefore, it was difficult for the counselors and enrollees to be articulate about the objectives of the project.

2. The most important members of the project's staff were the counselors. Because of the primary nature of the counselor-enrollee relationship, the job or role expectations, including regular and consistent contact with enrollees, and the nature of the youths to be served, the counselors needed to possess experience and training equal to the task. Those counselors selected, with one exception, did not meet minimal qualifications as inferred by the role definition. This was further complicated by the fact that the counselors had no one other than one another to consult with, who by training and experience was in a position to provide the necessary leadership and guidance to develop an appreciation and awareness of the gravity of the counselor's role.

The staff were, in the main, graduate students selected from a civil service register because they scored highest on the examination. The motivating factor in practically every instance was good pay. They were more often than not unaware of the project, its objectives, or the population they would serve until they had been employed. There is real need for criteria that would include training, experience in the areas of vocational guidance, and group and individual counseling. Some contact and understanding of the inner-city teenager should be included in the requirements to be met for the counselor position.

Despite the satisfaction of the project administrators with the counselor's performance, there is no doubt that more successful implementation of the objectives would have been realized if well-trained, sensitive, and committed counselors had been able to recognize and exploit every available opportunity to provide a meaningful learning experience for their counselees.

3. There is a need for more precise criteria regarding recruitment and selection on enrollees. The project did not enlist the potential droput and there is no guarantee that a similar group of creative youths could be recruited again next year, if it were desired.

4. In support of better criteria for selection of enrollees, there is the need to achieve a more appropriate sex ratio among the enrollees. Approximately 160 of the 237 youths were females. This greater number of females presented difficulties in assignment of counselors -- four out of six were men -- and in finding suitable job stations.

5. To achieve the objectives of Project Exploration, it was necessary to find the diversity of job stations required to allow a youth to explore the world of work. Also, there is a need for further utilization of classroom activities to support the job site experiences.

6. While the concept of measurement to determine rate, nature and direction of desired change is endorsed, the introduction of testing that has no relationship with or contribution to make to the on-going program is both undesirable and unwise. Anything that occurs during the life of the program that involves the enrollees ought to be in the interest of program objectives. Unexplained and poorly organized testing disrupts the continuity of the program and, when frequent and/or lengthy, it distracts from project goals by reducing the amount of available time by the amount required for administration. This time could have been spent in providing more related experiences such as field trips, job placements, discussion, and the like.

If there is no contractual provision for mass unrelated testing, its place in the program is questionable. Even when this is agreed upon by stipulation, the purpose of the testing should not be unexplained to the enrollees. Under no circumstances should the enrollee be forced to comply or take part in an experience of this nature. All data gathered on enrollees should be immediately available for use of project staff during the life of the program; otherwise it has no utility for the project whatsoever. To this extent the project failed in its obligation to commit itself solely to project objectives of providing beneficial experiences to its enrollees.

7. The program operated under Project Exploration was in need of greater organization in order to relate program components to stated objectives. Many activities were carried out in an uncoordinated fashion and there needed to be some assurance that enrollees' experiences would be somewhat comparable during the program.

8. With respect to the classroom activities, there was the need for better design for interrelating what happened within a class from day-to-day and taking the necessary steps to insure similarity of experiences among classes. For a

more effective program, the project might have designed a series of related classroom experiences that were closely correlated with job exploration and experiences. There may not have been a well developed rationale for offering classroom activities for three full weeks or requiring classes for two days each week thereafter. A better design for classroom activities would indicate frequency of meetings, type of activities required, and contribution of activities to the total program.

9. In an experimental and demonstration project of this type, it is desirable to maintain relevant information and collect data concerning the design and evidence of implementation of the program. Inferences regarding success and failure of the various program components could be made and would be of assistance to others considering the adoption of this project or one similar to it.

Also, the project might have made further contributions through an internal evaluation of the program by enrollees, staff and project administrators. Coupled with this type of evaluation is the need for careful assessment of the performance of enrollees, staff and administrators.

10. There is a need for a new program approach, incorporating experimentation and demonstration, to insure that the project administrators remain sensitive to the development and direction of the total project. This can be accomplished by maintaining close contact between project administrators and staff and administrators and enrollees. This area could have been considerably improved in the project and would have made a significant contribution to its success.

11. A further way to increase the effectiveness of the project would be through the employment of indigenous personnel on the project staff. While 95 per cent of the enrollees were Negro youths, no one on the staff--counselors or administrators--were Negro. The presence of qualified Negroes on the staff would have provided an example of interaction for the enrollees and, moreover, some of the problems relating to the youths' experiences would have been solved more effectively.

12. Awareness was needed of unique staff capabilities including the provision to utilize a staff member's unique background. Also, greater awareness was needed of the potential of the enrollee's ability and sensitivity of the program to it.

During the interviews with the staff, particularly the counselors, it was clear that the guidelines were furnished by the administrators regarding the requirements for selection of counselors. The civil service examination placed applicants in rank order. To the investigators' knowledge, the oral portion of the examination did not take place. The project staff was unaware of the specific skills or experiences that the counselors selected brought with them, and, if exploited, could have enhanced the project's potential for realizing its goal.

The structure and design of the classroom experiences provided no opportunity for the emergence of leadership from within the counselor group. If training and experience had been utilized, a team approach might have been developed, giving a counselor the opportunity to exercise his particular strengths. There could have been a senior counselor whose responsibilities were determined by the demonstrated needs expressed in staff meetings. Certainly, each staff member varied in training and experience, an awareness that requires full understanding of each counselor's strengths and weaknesses. If the administrators perceived this assessment as part of their role and function, their method and procedure left much to be desired.

Knowledge of the enrollees is equally important, since the presence (or absence) of certain levels of understanding would, if the program is to be successful, determine the level of experience offered initially, as well as the rate of exposure necessary to maintain interest and allow for absorption. In this respect, Project Exploration's average enrollee was capable of far greater development than originally contemplated and he could have assimilated more than was offered during the summer program.

Field Report

Suburban Transportation Demonstration Project
U. P. O., Washington, D. C.

Introduction:

The Suburban Transportation Demonstration Project was designed to demonstrate the need for and feasibility of establishing new, direct transportation routes from poorer, inner city neighborhoods to suburban firms and establishments with job openings suitable to the qualifications of disadvantaged, unemployed, inner city youths. In effect, the project proposed to experiment with several factors affecting today's employment situation:

- The effects of a tight labor market in which unskilled and semi-skilled workers in the inner city (mostly Negro) suffer a high rate of unemployment while jobs of this same type go unfilled in nearby suburban areas;
- the lack of convenient, reasonably priced transportation from inner city areas to the suburban job market;
- and the combined problems of information and motivation which cause persons in the inner city to remain unemployed rather than tackle the obstacles of cost and inconvenience involved in seeking and accepting employment in outlying areas.

In implementing the demonstration, the Contractor proposed to increase jobs available to the target population (especially youth) through the expansion of job development efforts in suburbia and to supply the needs of suburban employers with inner city youths. Once job openings were located, inner city residents were to be "induced" to pursue employment outside of their immediate environment, i. e., in various outlying areas. Further, workers were to receive free, direct transportation to and from jobs. It was felt that arrangements for such transportation could be made through the lease of equipment from existing transit lines, car pools, and taxis.

Major emphasis was to be placed on existing transit service. The Contractor proposed that by renting buses that normally bring suburbanites into the city each morning and "dead head" back, they could over a period of time prove to these companies that it is economically feasible to schedule a return route from the city to the suburbs. Hence, instead of going back empty, the buses would take inner city residents to their jobs in the suburbs. Again in the afternoon, buses which normally go into the city empty to bring

suburbanites home after a day's work, would carry inner city persons to predesignated points before picking-up the homebound suburbanite.

In addition, suburban employers would be asked to assist in the development of these new services either by assuming some of the cost of bus rental, or providing supplementary transportation between designated drop-off points in the suburbs and their establishments. The Contractor also proposed to form an Advisory Committee composed of representatives of the transit companies, suburban employers, and local labor unions. A similar committee would be developed for each of the three suburban areas to be served (Prince Georges County, Montgomery County and the Arlington-Alexandria area). These groups were to advise in the development of the project, evaluate the demonstration on an on-going basis, and assist in obtaining a permanent extension of transportation services if the experiment showed adequate need.

The resources of U. P. O. 's Manpower Division were made available to the project. This included job development, counseling, placement, its network of neighborhood centers, and the Manpower Information System.

The project was to begin by making a "cursory inventory" of job openings in the suburban areas. Such an inventory would include a review of openings already on file at the Agency as well as extending contacts with suburban employers. On the basis of openings thus located, staff would attempt to route buses from specific pick-up points in the inner city to the available employment in suburban areas. Applicants, or potential employees, would be recruited, screened, and referred through the already existing U. P. O. Neighborhood Centers. Regular staff (i. e., counselors) at the Centers were to offer follow-up counseling after placement.

Outstanding Features:

The basic tenet with which this project dealt (i. e., the testing of methods of getting hard-core, unemployed, inner city residents to available jobs in outlying areas) is certainly sound. The more that can be learned about transporting unemployed persons to available jobs on a commuter basis; whether it is the inner city resident to the suburbs, or the unemployed from scattered rural areas being brought into the nearby industrial complex, the closer we will come to solving some of the current employment problems. The idea of conducting a demonstration which would (1) provide economical and convenient transportation to job openings in outlying areas, and (2) attempt to prove to existing transit authorities that the extension of their routes to serve such people would be both practically and economically feasible was indeed valid and sound.

However, inherent in these twin-goals is a kind of dichotomy that the sponsoring agency should have been aware of from the beginning. The goal of

providing immediate transportation is easily accomplished, especially if funds are available to rent buses; a number of cars; or a friendly booster at the transit company. This could simply be considered a new component to the Agency's already existing manpower program--providing immediate and direct transportation to applicants who seek employment in a job market not easily reached. The second goal--that of making more permanent and lasting changes in the transportation system--is much more difficult; requires a good deal more planning, organization and time; and involves long-range, not immediate, objectives. The investigator feels this distinction is necessary since the methods of implementation should be based on the clarity of the projects' goals and objectives. If the main interest is in service, that is, supplying transportation and getting people to jobs, one set of techniques is appropriate. However, if the goal is "institutional change," e. g., sensitizing suburban employers and transit companies to a new market and the economic benefits of transporting the inner city unemployed to outlying job openings, a different set of techniques would have to be employed. This point will be explored further and in more detail in the section on Findings which follows.

Findings:

In conducting this review the investigating team met for several hours with U. P. O. 's top Manpower and Transportation Project staff. During this meeting the project was discussed in all of its various aspects. The U. P. O. staff was questioned as to method, technique, problems, the relationship of other U. P. O. activities to this project, etc. Following this conference the investigators met with the project staff: the Project Co-Ordinator and three Transportation Officers.

Our staff rode each of the morning bus routes and one of the afternoon runs. This afforded an opportunity to observe the program in action as well as to interview the clients and the drivers. Counselors at the U. P. O. Neighborhood Centers from which clients were referred and several employers were also interviewed.

In addition to its major purpose of testing the development of convenient low cost transportation, the project was responsible for activities in two other areas: 1) the development of suburban jobs suitable to this client's needs and ability, and 2) the recruitment, screening and selection of applicants from the inner city to place in these openings. Due to problems of timing and the rush with which the project was funded, the program was gotten underway much too hastily for these several things to be accomplished in an easy manner. Despite the statement in the proposal, or at least the inference that suburban job openings had been lined-up in clusters to accommodate referrals from the Neighborhood Centers, this had not been done. In fact, it was not until after the project was funded that U. P. O. staff began job development efforts by 'phone. Although

these efforts were continued throughout the life of the project, the investigators were unable to determine just how many openings were located.

We were also unable to determine just how many persons had been referred, hired, etc. since the project staff said that data was available on only 75 per cent of those referred during the life of the project. However, from available data the following points may be made:

- More than 50 per cent of those persons employed as a result of this Youth project were over age 22.

- Jobs secured were mostly low-paying (two-thirds of those hired earned less than $1. 70 per hour) and unskilled (cafeteria helpers, stock clerks, laborers, janitorial helpers, etc.).

- Approximately one-third of those applicants reported as "hired," either never showed up for work, or left the job in less than two weeks.

- There was apparently some breakdown in the interview, screening and referral process since out of a group of 101 persons who were not hired, employers reported that ten could not pass tests; another thirteen had been misinformed about the job, salary, etc.; and twenty nine of them were sent to places where there were no openings.

These data also indicate that of the approximately 262 persons referred to jobs, 173 were hired. At the time of the review only forty persons were making use of the three buses provided by the project daily. We were informed that another sixteen persons who made use of this transportation earlier, had found other means of getting to and from work.

The investigators noted that U. P. O. had assigned two persons from their regular staff to full-time responsibility with the project. They are in addition to the two called for in the budget. Thus the project staff consisted of four people: the director, who coordinated the entire operation of the project, arranged pick-up and delivery routes for buses and conducted negotiations with the transit agencies; and three transportation coordinators who handled a variety of assignments--the routing of buses within the respective suburban area, job development, employer relations, follow-up, some interviewing and "counseling" of those clients riding their particular bus, and tour-guides for the bus drivers.

As mentioned earlier, job development was actually begun at the time the contract was signed. U. P. O. had some general information on openings in the suburban areas from previous surveys but the hard work of job development had not been done. Simultaneously, Counselors in Neighborhood Centers were

instructed to refer applicants (either new applicants or those already on file) to these openings as they were developed. Persons so referred were instructed to report to one of the inner city pick-up-points the following morning (these were usually Neighborhood Centers) for transportation to the job interview. Each bus had two or three pick-up-points and because of delays in loading at several points and the distance to be traveled to the suburbs, applicants had to board the bus at 7 a. m. in order to get to their place of work by 9 or 10 o'clock. A staff person, either one of the transportation coordinators, or a counselor from the Neighborhood Center, was assigned to ride each bus. We were told this was necessary because someone had to be there to check the riders on; the bus drivers were usually not the same so they had to be directed to the various stops along the route; and on those days when new applicants went out, someone had to go along with them for their interview.

As far as interviewing, counseling and screening is concerned, our brief interviews with counselors at one of the Centers and review of reports from center directors indicate that the Neighborhood Center staffs were not sufficiently briefed on the nature of the project before it was started. As a result no special criteria was established for screening applicants, counselors could not adequately explain the program or the job to the applicant, and coordination and cooperation suffered greatly.[1/] Further, the success of this experiment was largely dependent upon the kinds of people referred to jobs, and the ability to retain them, yet none of this was explained to counselors. No new recruitment (or special) techniques were employed. A person came in, was asked if he would take a job in the suburbs if transportation was provided and was sent for an interview if he said yes.

Interviews with applicants indicated some intended to remain on the job only as long as the free bus was available. Others were using the jobs to get experience so they could then apply for similar positions in the city. Interest, understanding and motivation were low among many of the clients. This was especially true of younger participants. At the time of our review there were only 40 persons using the three buses which hardly justified the expense and certainly didn't convince the transit companies of the need to extend their routes. Several of those interviewed suggested that there were other ways to get to work, and some of them regularly used scheduled buses to return home when they worked overtime and missed the project bus.

1/ During a conversation one Neighborhood Center Counselor said he thought the whole project was a waste of time and gave too much to the applicant. He suggested that applicants share the cost of transportation and not receive it free. He explained that some applicants who previously turned down job offers were willing to accept these referrals because of the free transportation.

In arranging the bus routes, project staff decided to concentrate on job openings in three clusters: Prince Georges County, Alexandria-Arlington, and Montgomery County. Since this called for the use of three buses daily, it was decided to use one bus from each of the major transit companies so that they would all be involved and hopefully convinced of the need and benefits of such service. There was one meeting at the beginning of the project which involved U. P. O. representatives and the heads of the transit companies. Unfortunately this meeting dealt mainly with a discussion of how to lease buses, route them and get the most reasonable price instead of concentrating on explaining the project's objectives and obtaining commitments from the companies represented. In other words, the companies used the meeting to "sell" U. P. O. on the use of rented buses and told them how it is done instead of U. P. O. "selling" the companies on the project's objectives.

There was no indication that employers or union representatives were included in this meeting and apparently no meetings involving representatives of the transit line's employer groups or unions were held subsequent to the one mentioned here. (It should be noted that one of the techniques to be used for gaining permanent, low cost, convenient transportation was the formation of a committee which would evaluate the success of the experiment and make whatever recommendations they deemed appropriate.)[2/]

Apparently, no attempts were made to determine how many city-dwellers already employed in suburbia would use bus transportation if it were available, yet many single-occupant cars were observed returning to the city at the end of the day. Further, in talking to employers it was clear that they had no indication that they may be asked to share the cost of transportation in the future, nor were they aware that they would likely be called upon to impress upon the transit companies the need for the extension of services. As the employers saw it, their contribution and involvement was limited to employing suitable applicants for the positions they had available.

Summary and Recommendations:

The Agency's assessment of the problem was valid.

1. There were jobs available in the outlying areas which could be filled by unemployed persons living in the inner city.

2/ Project staff explained that such a committee had not been developed because 1) employers needed time to develop confidence in the personnel being supplied, and 2) summer was a difficult time to involve executives in committees due to vacations.

2. The bulk of the unemployed in the inner city were the so-called hard core, who were either unaware of these openings, or for one reason or another were not inclined to seek employment in that job market.

3. Convenient, cheap and dependable public transportation was not generally available from the inner city to areas suffering manpower shortages.

4. And permanent solutions could best be obtained through the cooperation and involvement of suburban employers and transit companies, and such solutions would probably have to demonstrate their economic feasibility to these groups.

There is no doubt that the basic objectives of the project are sound and deal with problems which are becoming increasingly serious (i. e., labor shortages in outlying industry, high unemployment among inner-city youth, and the need for transportation - among other things - to bring the two together). Yet in terms of uncovering solutions to these problems this experiment left much to be desired. This is not to imply that the project was not successful, since the measurement here was not of the project's success, but rather of the validity of the attempted solutions. Our feeling is that there were so many weaknesses in the attempted implementation of the experiment, that the value of the approach was not adequately tested.

If the focus of the project was to demonstrate the need for, and feasibility of, providing convenient, cheap transportation to the suburban job market; then perhaps youth are the wrong group to use to prove the point, and the summer is the worst time of year to try the experiment. We must assume that employers, unless they are engaged in seasonal work, are mainly seeking full-time, permanent employees and would therefore be less interested in the availability of summer-youth.

On the other hand, if the expansion of summer job opportunities is considered the primary objective, and transportation problems a secondary consideration, then the framework in which one operates and the methods used to test the thesis should grow out of seasonal expansion in the suburban job market.

While we are aware that the problems of unemployment and poor transportation are not limited to inner city youth, this experiment was designed to focus on this group. Yet in the operation of the project, this was not the case. Focus shifted from youth to all job-seekers, and from experimentation to service. Based on the Contractor's statistical analyses and our own investigation, there is little to suggest that the Contractor even attempted to focus on

the youthful applicant as the target group. Perhaps there are valid reasons for the shift, but these were never interpreted to the investigators.

The experiment simply provided limited numbers of employees of all ages to a few, scattered suburban employers. It appeared that the need to implement and maintain the activity overshadowed concern for the original hypothesis, and staff became so involved in locating and filling jobs, scheduling and guiding buses, and hand-carrying applicants, that they lost sight of the experiment. 3/

In the opinion of the investigators, there are a number of lessons to be drawn from the project:

A. Summer Employment Projects are the least likely to yield evidence sufficient to cause transit authorities to extend services. We can assume that they would require evidence based on experience of much more than two or three months. In fact, the project staff found that it was even impossible to get representatives together for a meeting during the summer months.

B. If the focus is on summer employment for youth, then job development efforts should be directed toward seasonal expansion jobs, i. e., in the recreation, food service, and resort industries. There is certainly a need for summer employment for inner city youth and there are probably not enough jobs available in the city. Hence it makes sense to seek jobs in, and transportation to, suburban areas. But such a program should be viewed as a summer youth project and job development, recruitment, referrals, and transportation arrangements should be handled on that basis.

C. As for the broader problems of unemployment and lack of transportation for inner city residents generally (youth and adult), a well planned and well coordinated program is essential to accomplish the objectives outlined in this project.

- A hasty job development effort over a scattered area probably won't turn-up enough jobs in one vicinity to fill one bus, let alone convince transit companies of the feasibility of adding new lines.

3/ This is particularly interesting when one considers that the contracting agency possessed a large staff and on-going job-finding, counseling and placement operations. It would seem that project staff could have remained relatively free of the aspects of the operation and involved themselves almost exclusively in testing the thesis.

- Sponsors of such programs should seek large numbers of openings in one suburban vicinity in such a manner as to have the routes develop as the jobs are developed.

- Employers should be aware of the long-range objectives of the program, including what it might cost them and how they can benefit

- Jobs should probably be at a high enough skill level and wage level as to make it "worthwhile" for a person to ride an hour either way, and pay the fare if he has to.

- Project sponsors should be extremely familiar with existing transit routes and schedules before requesting "extensions" since in many instances there are already buses serving the job areas. The problem is they operate at the wrong times. In some cases the problem could probably be solved by making it more convenient for the inner city resident to get to the suburban line connecting point.

- Lease arrangements are probably not a good way to demonstrate the thesis since the bus companies seem to handle such arrangements at the same cost and in the same manner as a tour group: a flat rate with scheduled pick-up and delivery points with little investment or interest beyond that.

- Before entering into such an experiment sufficient planning should be undertaken so that both transit companies and suburban employees become involved and committed in such a way as to be flexible and responsive. In this project, the bus company rented the buses and said, "show me." And all the project proved was that it is difficult to get eight or ten people out for the buses every morning.

- Before undertaking such an experiment, the project sponsor should strengthen his recruitment machinery so that the people are available for the jobs once they are located and transportation is arranged. Applicants should also be carefully screened and counseled before placement. It does little good to institute elaborate machinery only to have the employee quit after two days.

In summary, it can be said that the program achieved only limited success in demonstrating the need for and feasibility of establishing new direct transportation routes from poor, inner city neighborhoods to suburban firms. The techniques employed in the project, while valid and offering considerable potential for success, were insufficiently implemented. The experiment, if tried again, should focus greater attention on planning, timing, target population, feasibility and the development of techniques specifically directed to accomplishing both short-range and long-range goals.

Field Report

Project TIDE, U. S. E. S., Washington, D. C.

Introduction:

The establishment of Youth Opportunity Centers by the U. S. Employment Service has offered an unparalleled mechanism for finding jobs for youth and through a variety of activities to prepare youth for employment.

One of the important concepts which seems at least implied in the operation of the YOC, if not an active force in its management, is the concept of continuity of service -- a broad range of activities and skills built around individual youth designed to motivate and prepare him for employment and to develop suitable jobs which he can fill.

Embedded in the concept of continuity of service is the principle that once a youth has come or been brought to a Youth Opportunity Center, he must be held in proximity to the Center if the full potential of the YOC's is to be put to work in behalf of the youth.

Project TIDE (testing, information giving, discussion and evaluation), funded by OMPER as a short-term development and demonstration effort, seems to have been formulated at least in part in response to a recognized need that this principle, for a variety of reasons, has not been fully implemented by many YOCs.

Some 33 Youth Opportunity Centers offered TIDE projects to youth during this past summer.

Scope and Limitations of the Field Study:

During the field study, YOCs in Chicago, Illinois; Los Angeles, California; Burlington, Vermont; Kansas City, Missouri; and Omaha, Nebraska were visited by staff persons and discussions held with TIDE counselors and supervisors and YOC managers.

In addition, conferences were held with personnel in the Washington U. S. E. S. office and staff attended portions of a TIDE evaluation meeting involving personnel from about a dozen YOCs from across the nation. At these meetings a full range of subjects related to Project TIDE were discussed in detail, covering the gamut from administrative issues to substantive matters.

Although the field evaluation of Project TIDE was conducted some four months after the completion of the program when TIDE enrollees were

no longer readily available for an interview, field evaluation personnel were of the opinion that TIDE staff were in a position to reflect subjectively the successes and failings of Project TIDE. A major finding of the TIDE field evaluation pointed to its success as a program. The major task of the investigation became one of discovering and assessing why it was successful and what specifically were its successes.

Findings:

Project TIDE was one of four summer demonstration programs activities funded by OMPER for selected YOCs in cities across the country. In addition to TIDE, other experiments included the use of teenagers in YOCs as clerical aides, outreach agents and job developers and placement interviewers. The goal of these programs was "to develop a stronger working relationship between the youth of a community and the Youth Opportunity Center."

It was felt that these summer programs for unemployed youth would: "(1) promote the government program of providing summer jobs for students; (2) orient more community youth to the work of the YOC; (3) enable the YOC to provide better programs of service to the community; and (4) permit the YOC to experiment with staffing arrangements and projects designed to improve YOC programs."

In the case of Project TIDE, it seems clear that the specific objective was to "hold" youth within the sphere of influence of the YOC while the youth was awaiting placement in a specific youth training program or a job.

One of the findings of the assessment is that this valuable objective was not fully clear to many of those whose responsibility it was to implement the TIDE program at the local level. The failure to make this clear was in part the almost unavoidable result of too short a lead time for local YOC staffs in which to mount the program. This was reflected, for example, in the failure of many YOC staff to actually see and discuss the objectives of TIDE in written form until after their programs were underway.

A second reason for the apparent obscurity of TIDE's objectives seems to lie in the limits imposed by the written description of Project TIDE which was available to YOCs. A review of the document called Summer Youth Demonstration Program, which presumably served as the major source of local information, fails to adequately convey the objective specifically related to Project TIDE. In addition, the emphasis upon what is called group counseling (or guidance) in the statement further obscures the objectives by moving too quickly to suggest HOW the objectives could be reached.

It is not fully evident what impact this obscurity may have had on the total program. It does seem clear that the potential impact of the demonstration was weakened because operators failed to understand the goals of the

program. It also seems clear that some may have elected to substitute local objectives and practices for those of the program designers, which further dissipated impact by blocking direct comparison.

Programmatic Aspects of Project Tide:

This discussion focuses upon programmatic concerns rather than purely administrative matters, except as they relate to program. It also reflects local divergences where they seem to have an impact.

A. Lead Time. Among the universal comments made to evaluation personnel was the reaction to the short lead time available for planning and placing the TIDE program into operation.

This time schedule had several consequences: In addition to the obscurity of objectives, staffing had to be completed drawing upon second or third choice personnel, curriculum was often "pulled off the shelf, rather than being tailored to the youth to be served, and the stability of TIDE groups was affected as new persons were added during the program. Further, feedback mechanisms which might have served in an evaluation were almost totally ignored or lost. In short, the entire structure, operation and impact of the TIDE program suffered adversely from hasty planning and implementation.

One Director put it clearly in focus when he commented, "Summer comes every year."

B. Recruitment and Selection. Recruitment for TIDE projects tended to reflect the objective of the program as the local YOC viewed them. Where the concept of "holding" was the major thrust of the program, recruitment was focused on youth slated for specific placement, with perhaps a few other youth to the groups.

When TIDE was viewed more exclusively as a program in itself other patterns emerged, perhaps the most significant of which is the emphasis upon locating the most unemployable youth. As one Director put it, "not just the ones in the bottom of the barrel, but those who stuck to it." Viewed in this context by many operators, TIDE became a pre-NYC experience or a diagnostic and training vestibule through which unemployed youth and those who were unacceptable to many employers were moved toward the threshold of employability.

While it cannot be determined what proportion of TIDE programs were run on this basis, program operators in several cities and at the evaluation conference mentioned this focus. Several operators drew upon the opportunity of the TIDE programs to recruit from among youth whose names were on file in the local YOCs. Efforts to draw together classes on this basis seem to

have been rewarded with minimal success because standing lists were outdated; youth were disinterested or had disappeared; too few names were available or youth had jobs already. Operation in large cities reported going through large numbers of names before groups could be formed.

In some cases the YOC turned to the local community for assistance, drawing upon the mass media and/or existing relationships with particular agencies to obtain names. The impression received during field trips was that this mechanism was minimally successful but that coupled with other efforts, made it possible to put groups together.

One of the impressions one received when talking to YOC staffs was that recruitment suffered greatly from the pressures resulting in hasty selection and formation of groups, which tended to affect stability and group cohesion.

Selection of TIDE enrollees almost universally reflected concern for the least employable youth. Where "holding" was not the central focus, staff sought to select from among the eligible youth, those whose history seemed to point toward unemployability. However, beyond this very general criteria, it is difficult to determine the selection standards in most cases. Two were stated on several occasions.

Many operators felt that often unemployability was unrelated to income so that income standards such as used for NYC were ignored. Several staff persons expressed the belief that this was a real strength of TIDE and afforded the opportunity to reach youth who fell between the program cracks.

In such programs a police record or parole or probationary status became positive factors in selection. In a few cases this seems to have resulted from contact by YOC staff during recruitment, with a "training school" or particular individual or institution involved professionally with such youth. The impact on such youngsters can only be speculated upon since they were unavailable for discussion. Staff persons felt they could demonstrate at least some short term impact in such areas as improvement in dress and general behavior. Focusing a TIDE project on such youth may warrant further program exploration, but under carefully controlled conditions so that impact may be measured.

It is of value to note that several of the conferees at the TIDE assessment meeting felt strongly that outside of a pattern of general unemployability, youth should be placed in the program without the application of further selection standards or criteria. This suggestion also seems to warrant further attention.

C. The Size and Structure of TIDE Groups. The size of TIDE groups varied from project to project, within projects and over time, within most groups. The range seems to have been from approximately ten to twenty five youth.

Size differences seem to have been a reflection of the number of available youth, group stability, and perhaps to the availability of funds for specific projects.

Perhaps the most significant finding is the degree of accord on the ideal size of TIDE groups. Nearly all persons commenting on size gave the range as from ten to fifteen youngsters as the ideal. Too few group members were felt to weaken group interaction by placing too much responsibility on each member. Groups over fifteen were felt to reduce possibilities for interaction and thus weaken potential impact.

Although some TIDE personnel saw the program as an opportunity to establish a group with fluid membership, most agreed that highly fluid arrangements weakened group interaction. It was felt far better to establish a group and work for relative stability by holding additions to a few members and then only at the outset of the program.

Opinions on the use of groups of mixed sexes were rather sharply divided. So pronounced was this cleavage that staff attending the Washington evaluation were forced to suggest it be an optional matter at the local level. To assist in selection of the option, a list suggesting some of the advantages and disadvantages of each was recommended.

All possible combinations seem to have been tried--groups of one sex, groups of both, and combinations of these two based upon the subject or activity to be undertaken.

Generalization about the impact of sex mixtures in these groups are not likely to be very accurate. Most counselors seemed to feel that reaching youth was not necessarily a matter of the group's composition with regard to sex. Most felt that at least on occasion the groups ought to be separate, as for example when certain aspects of grooming, hygiene, or vocational choice were being discussed. Mixed groups were felt to add a reality component to group meetings.

Several YOC staff stressed the importance of securing staff persons who related well and were comfortable with mixed groups. It was also felt that program materials from Washington could have helped in training of persons who had to contend with this dimension in TIDE programs.

D. Curriculum. The TIDE curriculum in a sense lies at the apex of the program. Along with the group process, it was viewed by many persons as the major means of affecting change in enrollees.

Unfortunately, efforts to assess the substantive content of curriculum, the real heart of the matter, were largely unsuccessful because many of those who led sessions were no longer employed by the YOC; the material was in a sense made up as they went along or its relevance to enrollees' needs was not available for examination. In addition, there was no means for discovering how the material was received by enrollees or its impact upon them.

As far as may be judged, most projects tended to follow the content recommendations from Washington, to the extent that they were available, or where available, to the extent the brief listing in the memo., Summer Youth Demonstration Program, was understood.

In that context, several staff persons stated that the outline was of little value since content was completely missing. The seriousness of this omission was compounded by the necessity of drawing upon inexperienced staff for much of the development of curriculum content.

A review of some of the curriculum content as it appeared in writing raises serious doubt as to the value of such content as information on civic resources, many of which are virtually unavailable to these youth, the value of repeated exposure to Armed Forces recruitment personnel and motion pictures on what to do in case of a major civil disaster. Visits from Job Corps returnees may also be questioned as a group activity as well as visits to business and industry where youth seem often to have been exposed to public relations material rather than the vocational possibilities and job requirements. In some cases visits were conducted to industries which employed Negroes only and at the lowest job levels, or which were closed to youth with employment disabilities such as those found in TIDE youth. Naturally, the quality and value of these industrial visits differed from city to city. Still other questions must be raised about the appropriateness of placing a heavy stress on reading and writing as was the case in some projects, and about efforts at remedial education within the context of a 4 to 6-week program.

With respect to how content was delivered, it appears that much of the guideline materials under "Information Sessions" and "Activity Sessions" allowed staff the opportunity to talk at rather than discuss with youth. The extent to which a heavily structured classroom environment developed was dependent upon the insight and skill of staff who were often untrained and concerned about their limitations.

All this is not to imply that worthwhile material failed to appear or to be offered in a sensitive manner. Many examples of relevant content were

mentioned by staff and several gave the impression of genuine ability in delivering the material.

These questions do foretell a need to examine the curriculum area most carefully if future TIDE projects are to be offered.

Certainly it seems appropriate to suggest more direct assistance be made available to YOCs including expert consultation, curriculum materials and training for staff.

E. Length of the Work Day and Project. The majority of TIDE classes fell within a range of four to five hours duration on a daily basis. One program at least found it necessary to reduce the length of the work day for boys in response to staff feeling that boys were more restless than girls. This opinion was not held by many other project staff, however.

There was general agreement on the part of many staff persons that when the work-day was so long as to require a lunch break, the cost of lunch absorbed a considerable portion of the day's wages. This opinion was most strongly voiced by participants at the TIDE evaluation conference.

Less clearly expressed was reaction to the length of the TIDE program. The range of program length was generally four to five weeks. Few strong opinions were expressed for either lengthening or shortening the program. The figure of 100 hours seemed to be a convenient round number.

It is important to note that if the TIDE program is to take on any serious remedial activities in the area of reading or mathematics, consideration might well be given to increasing the program's length.

F. Allowances. One of the most interesting comments regarding levels of allowances emerged during a meeting with staff in Washington. It was felt that the allowance level of TIDE ought to be kept to $1.00 per hour since it might conflict with NYC pay levels. Concern was expressed that equivalent levels of pay might bring criticism since in Project TIDE no actual work was performed by enrollees.

In some of the larger cities, doubt was expressed that youth would accept TIDE enrollment if rates of pay were below certain minimum outside standards. This comment was in regard to programs not seen as holding operations. In contrast to this point of view, some TIDE personnel felt the program had the potential for attracting youth even if no pay was involved. The problem was to get them enrolled.

It may be well, if further testing is to take place with TIDE programs, to experiment along this dimension, perhaps offering the program at no pay

to those who are scheduled to enter specific activities at its end, in other words, in the holding context.

One of the more valuable suggestions offered by several TIDE staff members was related to the frequency of pay for enrollees. There was nearly universal agreement that enrollees must be paid on a weekly basis since most youth seemed to need the money to attend TIDE meetings. This arrangement had been worked out in some projects so that it must be possible to set up the procedure universally.

G. Staffing. Staffing for TIDE programs was often accomplished by employing new persons for the summer. Many YOCs utilized a mixture of existing personnel and new persons. By the time the evaluation took place, summer personnel had left. Those who remained gave the impression of a sincere commitment to the program and to youth and, in addition, a degree of vitality and excitement which was perhaps why so many people feel the program had impact regardless of the difficulty in measuring it.

The questions of the sex and training of teachers was widely discussed during our review. Though nothing conclusive can be stated, general consensus seemed to be that 1) teachers have a good knowledge and understanding of the problems, habits, and language of the group with which they must deal; 2) there is some value in having a male teacher for an all male group--in one situation an all male group of predominately Mexican Americans had a female teacher who had great difficulty establishing control; and 3) the use of two or three teachers rotating with a group proved very successful.

One other impression emerged during assessment which is worthy of special mention. It seems that where the YOC manager felt a special degree of responsiveness to the program, this was communicated to YOC staff and provided TIDE personnel with a measure of confidence in their activities apparently lacking in other YOCs.

H. Physical Examinations. As far as may be determined, few if any YOCs provided physical examinations for TIDE participants as a matter of course.

Some staff persons indicated that physical examinations were provided where the counselor or TIDE personnel detected obvious needs such as marked squinting, indicating perhaps a visual problem. It is an important factor that youth health needs were left on a most casual basis or totally ignored by most projects. This limitation is of significance in the light of information which suggests that the employability of many youth may be handicapped by hearing and vision losses left undiagnosed and untreated by families and schools.

TIDE personnel attending the Washington evaluation meeting were led to believe that YOC staff were in a position to observe physical problems during

the length of the program, and that local medical resources could be relied upon to meet needs when spotted by TIDE staff. The narrowness of this thinking is in bold contrast to the breadth of understanding of staff on other issues. It is of importance that some staff felt capable of rendering medical diagnoses, and that already overtaxed and often unresponsive resources were cited as being available to youth.

In the light of these findings, it would seem appropriate to suggest that if TIDE is to assume an on-going character, medical examination and treatment be given consideration as a regular facet of the program, with funds provided from Federal and local sources on a matching or cooperative basis.

I. One of the objectives of this program was to test the effectiveness and potential of peer group leadership. It was suggested that members of the group be given responsibility for leading discussions, following-up absentees, and planning activities. From our investigation it seems that few, if any, of the YOCs attempted to carry-out this objective. Whether their failure to do so was the result of staff bias on the youth's incapabilities is not clear. However, in the one project we visited where youth were given some leadership responsibility and supervision, the technique worked very well.

Conclusions and Recommendations:

It is perhaps clear at this point that Project TIDE managed, despite a hasty beginning, unclear goals and other difficulties to achieve a measure of success.

Staff persons at all levels have pointed to the large numbers of youth placed, to subjective measurements such as improved modes of enrollee dress and behavior and to increased verbalization on the part of some participants as an indication of program impact. These are no doubt realistic reflections. Obviously, a remaining question is "How successful was TIDE?" If the impressions of many staff are to serve as the major source of information for answering the question, it was an unqualified success.

Unfortunately, more objective measurements are needed to answer the question fully. This failing might well be viewed as a major focal point for future TIDE programs, especially if TIDE activities are to become a permanent aspect of YOC operations.

A point worthy of some discussion is the feasibility of operating such an experiment, or demonstration, through regular administrative and organizational channels. In addition to delaying communication and the flow of information, it also heightens the possibility of confusion and mis-statements of goals and objectives. It seems to us that there is no need for every person in the system between the national office program person and the local program

operator to have a hand in such an "experiment." In most cases we found that Regional, State, Area and Metropolitan office personnel knew little about the program and could be of little assistance to the persons in charge, yet they felt some responsibility to be "involved." Such projects--experimental, or demonstrations--could be implemented and operated far more effectively and yield much greater benefit if they were permitted direct contact with national office personnel instead of having things filtered through five or six levels.

Many of the recommendations which may be derived from the field assessment of Project TIDE appear in the body of this report. Some, however, need to be re-emphasized and other general findings need to be stated.

It is recommended that:

1. The TIDE program be offered to YOCs again.

2. TIDE be made available in a demonstration format which will offer the opportunity to prove more conclusively its potential impact.

3. Time available to YOCs for planning TIDE projects be lengthened considerably to allow for careful staff selection and training and curriculum development.

4. The assessment methodology be designed at the outset so that data, time and climate are provided for.

5. The objectives of TIDE be further refined and perhaps narrowed so that what it hopes to accomplish is clearer and its impact more measurable.

6. Technical assistance and program materials related to TIDE be developed for use by YOCs.

7. Curriculum for use in TIDE projects be developed by experts skilled and experienced in relating to youth such as TIDE attracts.

8. Some of the flexibility or perimeters of TIDE be narrowed so that local options are exercised within the confines of the program as planned.

9. That if other programs are needed outside the holding context, these be planned and tested as separate activities.

10. Specific follow-up capability be provided YOCs for TIDE enrollees, to provide better service and more information on program impact.

11. That budgeting be flexible enough to allow YOCs to start a new group as the need arises instead of as of a given date.

12. That staff orientation and training be provided those responsible for the operation and supervision of future programs.

13. And that continuous review and technical assistance be provided by national U. S. E. S. in order to insure quality program and true, objective measurement of effect.

Field Report

WLCAC Community Conservation Corps.

Introduction:

This summer demonstration project was conducted by the Watts Labor Community Action Committee, a nonprofit organization composed of Watts area residents who are largely union representatives and members. The project proposed to establish a "Community Conservation Corps" for 300 Watts' area youth, ages 14 and 15. Corps members were to perform community service activities such as converting vacant lots into playgrounds, conducting neighborhood clean-ups, and supervising youngsters 7-13, in a Cadet Corps. In addition to spending 24 hours a week in these activities the 14-15 year olds were to receive counseling, remedial education and "heritage training" and participate in recreational activities.

Supervisors (30 work crew leaders) were to be drawn from area adult residents on seasonal layoff and each work crew would have two NYC enrollees age 16-21, as assistant crew leaders. The adult work crew leaders, assistant crew leaders from NYC, and Conservation Corps members, 14 and 15 year olds, were to be paid for their participation. The seventeen to thirteen year participants in the Cadet Corps would not receive a stipend, but would benefit from involvement in the summer camp-type program.

Specifically the program's objectives were:

1. To prove that in a short time young adults can be motivated to give volunteer service to the improvement of their community.

2. That through the Cadet Corps Negro youth can be taught leadership and discipline, and thereby gain a new concept of self.

3. To create a new awareness of responsibility and develop commitment to the democratic process.

4. To prove that academic deficiencies of both in-school and out-of-school youths can be affected through a specially designed, two month, crash work-training program.

5. To involve youngsters in directed-play activities which reinforce the learning process and build group cohesion.

6. To test the possibility of training indigenous youth to perform as supervisors, group leaders and teachers.

7. To provide needed services to the community by cleaning streets, yards and alleys, and building "neat-pocket playgrounds."

Subsidiary goals were: 1) the fact that the crew chiefs provided a father-image lacking in the lives of most of the youth and young people involved in the program, 2) the employment of union members suffering seasonal layoff, 3) and the opportunity for youth to earn some money during the summer.

In reviewing this project the investigating team held a lengthy conference with Mr. Ted Watkins, a member of the WLCAC Executive Committee and Project Director. The review also included interviews with supervisors, assistant crew chiefs and youth participants, as well as observing work groups, visiting remedial education facilities, and discussing the project with residents of the community who were to benefit from the clean-up campaign. Representatives of other agencies serving the Watts community, and at least one city-wide agency were questioned as to the impact this program seemed to have on the area.

Outstanding Features:

In the view of the investigators, this project had a number of outstanding features which will be enumerated and discussed below.

1. The fact that the sponsoring agency was a group composed of union members from various skills and trades, who lived in the neighborhood, is of interest on the basis of their ability and potential for leadership in their own neighborhood. 1/

2. The existence of a community organization composed of union members made it possible for them to form an advisory committee to this program which was composed of top representatives from eight local labor unions. This affiliation enabled the project to receive advice, financial and material support from these sources.

1/ WLCAC was founded a number of years ago as a result of discussions involving Watts residents, union representatives and academicians. Its eleven man board of directors is composed entirely of Watts residents, nine of whom are union members. Earlier they focused on questions affecting the health, welfare and economic interests of the citizens of Watts and particularly on equal employment opportunities.

3. The objectives of this program are comprehensive and seem well tailored to the needs of such a community where visible program and immediate payoff are important. The objectives were well thought out in terms of the needs of the community, the interrelationship of the separate components, and effective use of resources.

4. There is an innovative aspect to the Urban CCC notion. A number of projects propose to provide community services, but this one added a paramilitary component with uniforms (hats and tee-shirts), thus capitalizing on the youngsters' interest in marching and fancy drills in a way which enhances disciplinary training, as well as affording visibility.

5. The question of slum clean-up and the development of small playgrounds and recreation areas gave the youngster something meaningful to do while at the same time benefiting the community in an immediately identifiable way.

6. The involvement (employment) of 14 and 15 year olds is viewed as both innovative and timely in view of recent findings which suggest that intervention at an early age increases the likelihood of successfully reaching youths.

7. The diversified use of the enrollees (the 300 corpsmen) represented a departure from other programs. They were not just used as "laborers" in the community service program; they were also given a chance at supervising and developing leadership capabilities in their relationships to the 7-13 year olds. 2/

8. The involvement of this latter group (7-13 year olds) as an integral part of the program was a positive feature. Younger youth often attempt to emulate older ones for good or bad. The project was structured so that positive identifications and relationships could be established for the benefit of both groups. This also applied to the use of older, NYC personnel in the program.

9. The combination of separately funded (federal) programs in one project is not altogether new, but the way in which NYC personnel were tied into this project as young adults with leadership functions, served as an especially effective way of tying programs together.

2/ Typically such youth programs offer work experience in either day care type situations, or at other service/labor type work stations. Here he did both as a part of his regular job. This gave him a chance to take a little leadership and supervision and to give a little.

10. The way in which the project enforced and re-enforced the universally accepted need for positive male images is worthy of some praise. From the bottom to the top, and top to bottom there was built into the program a sound plan for positive identifications with male and/or father images which sociologists tell us is so badly needed in the ghetto.

Findings:

As a result of the review and field investigation, there are a number of comments which can be made concerning the implementation and operation of this program. Due to the ambitiousness of the design, the investigator initially questioned whether so much could be accomplished during the short span of the project. While not all of the components were developed to perfection, a great deal had been done largely through the use of indigenous talent.

The administrative structure and organization was never made clear during our review. This was due some what to a change in directors. The person responsible for the original chart was no longer with the project. However, at the supervisory level adult crew chiefs were in charge of each work crew. While many of them came from labor unions, some (in fact those who seemed most effective) were high school teachers and physical education instructors who were free for the summer. Several teachers had been hired to handle the basic education and crafts work and two NYC youth were assigned to each crew as assistants to the adult leader.

The entire staff could have benefited from additional lead-time and some orientation in the project's methods and objectives, as well as some training in how these objectives were to be achieved. This was especially true of the indigenous, adult leaders. Although some of them seemed to be working out well, many of them lacked proper understanding of and rapport with the youth in the project. (Here, perhaps, in-service training discussions during which those adults who had experience in dealing with teenagers --the teachers--could have passed on some tips which would have been helpful.) Further, staff meetings and reports which allowed those involved in one activity to share information and knowledge with those involved in others would have helped. Some staff exhibited a lack of understanding of and respect for certain of the other activities in which they were involved.

Recruitment: Once the project got off the ground, recruitment was much easier than had been anticipated. Word of mouth proved the most effective means of bringing in new youngsters.[3/] The program also used radio,

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3/ After the door-to-door campaign it was estimated that less than 10% of those visited had heard about the program previously. This gives some indication of the lack of radio, TV and newspaper penetration in this area.

TV and fliers to inform residents. In the earlier stages crew chiefs went door-to-door in attempts to reach parents and youngsters. This door-to-door campaign resulted in 400 applicants. Assistant chiefs (NYC) were also used as recruiters as soon as they were on board.

Under the terms of the contract, the State Employment Service was to provide 50 of the 100 NYC participants and the remaining 50 were to be referred by local high schools. Neither source provided the number of youth needed for the project and staff had to recruit their own candidates. The Employment Services provided 30 of a total of 50 applicants.

Counseling: Theoretically, both individual and group counseling were attempted in the program. In addition to the guidance and training youth received in work crews, and in drills and remedial education, those who exhibited problems were to be seen by the counselor in small groups, or individually. In those cases where social referral was needed, staff were to accompany the person to the proper agency. It was the investigators' impression that very little group or individual counseling occurred on any organized or systematic basis. However, some youngsters who had problems with clothes, malnutrition and the like were taken care of as special cases.

Testing: Four tests were used "to determine the achievement levels and areas of academic deficiencies" -- the Stanford Achievement - English, Stanford Achievement - Numerical Competence, the Otis Quick Scoring, and the Kuder Preference. Later in the project, the Primary Mental Abilities Test was also applied. The investigators had some doubts about the efficacy of the testing program generally. It seemed that a great deal of time and money was spent on testing and relatively little was gained. Even if they did learn something about the youths, there was little they could do about it in a two month summer project with limited educational facilities.

The Cadet Corps: According to the administrators, there were some 1,100 youngsters involved in this phase of the program. Project staff had available numerous newspaper clippings and photographs of the corpsmen (and women) involved in picnics, parades, field trips, recreational and other activities. During the course of the review the investigators visited several corps groups and found them involved in typical summer day care activities.

Close order drill was also provided for this age group (both boys and girls) and they joined the older, CCC members in parades in Watts and downtown Los Angeles. From reading the project's progress report, the investigators got the impression that the "military approach" was taking over. The report emphasized drilling, survival training, the use of non-commissioned officers, etc. Whether all of these changes were implemented is unclear. (The investigators suggested at the time of the review that while drilling offered opportunities for training in leadership and developing discipline, some of the other steps outlined in the report seemed to lean too heavily in the directions of excessive regimentation and military movements.)

An Honor Guard and a Security Detachment was formed of some of the older youth who exhibited leadership potential. Their major responsibilities were to act as crossing guards at busy intersections in the mornings and evenings and to carry the flags during parades. The Security Detachment wore surplus Army fatigues with boots, helmets, etc. and presented an impressive picture directing traffic throughout the neighborhood. The response of children, motorists and passing policemen to the way they conducted themselves and controlled traffic was interesting to observe.

From our observations, there was much to be said for the Cadet Corps. Not only did it give slum youngsters something to do during the hot summer days; but it also involved them in planned, supervised, constructive recreational, educational, and cultural activities.

NYC Participants: There were approximately 100 Neighborhood Youth Corps participants assigned to the project. According to the original project design they were to function as assistants to the adult leaders and work with both the Cadet Corps and the Community Conservation Corps. They were also to participate in all other activities of the program: drills, recreational activities, remedial education, and cultural enrichment. Separate meetings were held for NYC participants.

According to comments from project staff, our own observations, and interviews with NYC participants, relating these older youth to the program in this manner was quite successful. They responded to the leadership role assigned them and the younger participants accepted their guidance and supervision. Their presence alleviated many of the burdens of program details (i. e., attendance records, distribution of lunches) from the adult leaders.

One problem encountered early in the program was that of feeding the youngsters during the day. The contract provided no funds for food or refreshments. Fortunately, local unions participating on the project Advisory Committee provided money and supplies to provide sandwiches and fruit juice to project participants daily.

Once lunches were instituted, the female NYC participants assisted community adult women in the preparation and distribution of sandwiches.

Community Conservation Corps.:

As mentioned earlier the program notion and implementation of the CCC was outstanding. Corps youth had apparently been busy in the community and made quite a name for themselves among residents and businessmen with their clean-up activities.

The development of small playgrounds and recreation areas had not progressed according to plans, however. They had proposed to complete ten during the life of the project, but only finished two in that time. It seems that WLAC had difficulty getting city approval and clearance on land titles and this delayed work for a number of weeks. Better planning and organization would have facilitated this aspect of the program.

The investigators did question the whole idea of the stipend for this age group. It is true that they worked for the stipend and that coming from their poor backgrounds they needed the money. However, paying them all at the same rate regardless of how hard they applied themselves seemed questionable. Further, there seemed to be a need for incentives within the program. If instead of starting at the maximum they had started at 85¢ an hour, with increases according to performance, this would have been more like a regular job situation.

Three hundred dollars is quite a sum for a 14 or 15 year old to make during the summer. The investigators felt more could have been done to make the earning and handling of money a real learning experience. (They were paid in checks. There could have been trained in budgeting, banking and saving, money management, etc.). From information obtained during enrollee interviews, most of the money will probably be spent before the end of the summer. This is not to say that ghetto youth should not be permitted to earn as much as they can during the summer. However, we are suggesting that attempts should be made to teach them the value of and management of whatever they do earn in such projects.

Education Program: This was the weakest aspect of the program. Our review showed that the remedial education, crafts, and art programs amounted

to little more than busy-work. There undoubtedly was a need for a good remedial program for the Watts-area youth; however, there was little evidence that anything meaningful occurred in the classes.

Summary and Recommendations:

It is our feeling this type of program represents a meaningful effort on the part of the Department of Labor, the federal government, and a local resource (labor unions) in the direction of producing a program that has considerable impact on a ghetto community and its residents.

In our opinion, this is the kind of summer youth employment program the department should attempt to duplicate in many other areas. Unlike most summer programs, this one is not just an attempt to keep the kids busy and let them earn some money. It has depth, purpose, and if properly managed, can harvest worthwhile benefits in terms of the control and development of disadvantaged youth.

One of the important aspects of this type of program is the joint sponsorship by the government and labor unions. There is no reason why Central Councils in other areas could not be persuaded to co-sponsor such a project; not just the youth program, but a social action conscious group of union members (with all their leadership potential) to become involved in action projects in their home communities. What could be suggested is that OMPER allow WLCAC to continue for the purpose of strengthening its program so that it could become a model for five or fifteen similar projects which would be developed by the summer of 1967. Once the bugs were worked out of this demonstration (the organization structure tightened, the educational program strengthened, etc.) it could be the prototype for similar programs in other areas. The AFL-CIO at the national level should be interested in seeing this example reproduced.

It is also conceivable that other kinds of organizations could assume sponsorship. The Job Corps has been experimenting in the use of Negro Sororities and Fraternities as sponsors for Urban Training Centers. Perhaps a group of Fraternities could be interested in sponsoring a project like this in other areas next summer.

In addition to the problem of sponsorship, (which we suggest is really no problem), there is the potential problem of financing. Actually, funds are needed for five components of such a program: 1) administration and adult supervisors' salaries, 2) stipends for assistant crew leaders, 3) stipends for CCC members, 4) the remedial education component, and 5) miscellaneous program costs such as uniforms, tours, food, etc. Hopefully, new legislation will make it possible for NYC to fund this kind of project in the future. In conclusion, we would like to repeat some of the reasons which lead us to say this.

1. Because of the number of participants, the kinds of services they perform, and the activities in which they are involved (not to mention the uniforms), this type of program is highly visible and gives the ghetto resident as well as the community at large the feeling that something is happening.

2. Such a project involves a very important kind of partnership between the sponsoring agency (labor unions) and the federal government with the residents of the ghetto, and it should be explored and expanded.

3. It is said that one of the problems in the ghetto is the lack of possible male images (father figures). In this project, which brings ghetto youth of varying ages into meaningful contact with adults who (we assume, because of their involvement in the unions, fraternal organizations, etc.) provide this kind of model.

4. Not to be overlooked is the fact that such projects bring a good deal of money into the ghetto through salaries and services. The majority of the adult staff, the NYC enrollees, and the CCC members live in the ghetto and the money is being paid them, not "some teacher, social worker or umbrella agency downtown." As pointed out earlier on the question of money and the youths, it would be wise to institute some savings programs, credit buying seminars, co-ops., etc.

5. The benefits of the comprehensiveness of such a program and the way in which it involves the several age groups in one effort cannot be overlooked either. The younger age groups get a chance to associate with their older idols in a meaningful activity and not just on a street corner. In turn, the older age groups presumably begin to develop a sense of responsibility for the development and well being of those younger and/or less fortunate than they are. (Here we must mention again that this is one of the few programs which offers something for the younger age groups.)

6. And, of course, services provided the community by such a program can be used to aid the youth in developing pride in himself while the community learns to recognize him for what he has done for them.

In a certain sense, we are saying that today's ghetto calls for new kinds of youth development activities and maybe what WLCAC has hit on here is a "new kind of scouting" with some important elements added which are more suitable to the needs of the ghetto youngster.

Field Report

Operation Encouragement, YMCA of Metropolitan Chicago
Chicago, Illinois

Introduction:

Operation Encouragement, sponsored by the YMCA of Metropolitan Chicago, was a summer program designed to provide a short-term examination and demonstration of the manpower potential of Chicago's youth. The intention of the project was to provide positive and realistic work exploration and experiences for disadvantaged youths 13 to 21 years of age. The major objectives of the program were to gain insights into the problems of providing successful employment for youth and to collect pertinent data on the manpower problems facing disadvantaged youth.

The project, although coordinated by the YMCA, experimented with a cooperative approach to the solution of youth employment problems by making use of the resources of religious, social, and public agencies. Through this approach, it was hoped that the communities involved in the project would become more conscious of the problems facing youth and would develop new and successful ways to relate to the youth in the community.

The project encompassed seventeen (17) different components and was designed to employ 730 youth and to reach an additional 7, 545 through direct participation in the various activities and to influence some 4, 000 other youths who would be involved in less intensive experiences.

The program was centered in six distinct neighborhoods and the program components varied according to the individual needs of the community. Adult staff and teenage aides were recruited mainly from the neighborhoods where the projects took place.

The program was coordinated through a central office connected with the YMCA. In addition to its administrative functions, this central office performed two major supportive services to the project. They were:

1. A Manpower Resources Development unit, with three Manpower Resources Specialists, which was incorporated to work with the component programs in developing and designing work opportunity workshops, seminars, in-depth exposure experiences, clinics, training courses, and other creative employment and training programs.

2. A Program Analysis division was created to provide continuous on-going documentation and evaluation through daily observations of activities. This unit

also was responsible for analyzing and summarizing data and for preparing recommendations for future special youth training and employment programs.

Operation Encouragement also included an experimental and development unit consisting of two work development specialists who were to spend considerable time in exploring with local labor union officials the prospects of developing realistic cooperative work projects with unions. Careful documentation was to be made of the problems, concerns, and progress of this unit, and where possible, their learnings would be incorporated into the Operation Encouragement program at appropriate times.

Findings:

The review visit of this project took place on December 6 and 7, 1966, approximately three months after the project had closed. The survey team met with the Assistant Director, Planning and Operation of the YMCA, and the Project Coordinator, Field Coordinator, Program Analysts, Work Development Specialists, and one Manpower Specialist of Operation Encouragement. Staff was thus questioned as to methods, techniques, program features, problems encountered, and the success or failure of the various approaches.

Since the Near North Projects (Components A-1 through A-6) represented over one third of the total program, one member of the survey team concentrated his investigations on this project. Intensive interviews were held with the Project Director, cooperating agency representatives, and participants in the Near North project. A report of these investigations appear in the final section of this report.

The site visit to Operation Encouragement was definitely handicapped by the fact that the project had closed and many of the key operating staff were no longer available for interview. As a result, impressions and observations gleaned from reports and from discussions with administrative staff could not be validated through interviews with operating staff. Although the final report from this project undoubtedly will document much of the experience of the project, many of the intangible effects of the program--especially the impact on youth themselves--could not be evaluated after the fact. There is no doubt in the mind of the investigators that the complexity of this program and the myriad of activities carried out during the summer warranted a more intensive survey during the course of operation. As it turned out, it is to the credit of the administrative and program analyst staff that they were able to interpret to us as well as they did the experiences of a vastly complicated operation. The investigators concluded that the evaluation of this project would have been considerably strengthened had there been the opportunity for actual observation of the project in operation.

The ability of the YMCA of Chicago to carry out this program was significantly affected by its previous experience in youth programming. Most of

the downtown administrative staff had been employed for a number of years in the J. O. B. S. project. As a result they brought with them their knowledge of the Y's operation, community contacts, and some familiarity with the problems and needs of the youth to be served. Their shift to this program for the summer did not present major problems for J. O. B. S. because this project was in a hiatus due to refunding problems.

Although the program was implemented on a somewhat crash basis, there was no dearth of applicants for adult staff or for teenage positions. These youth were called "aides" in the program. In the main, the overall staffing situation was viewed as good, but a number of persons did not have the proper background for work in a highly unstructured program or one which attempted to emphasize manpower rather than recreation and social needs of teenagers.

The administrative staff felt that a longer planning period would have enabled them to do more staff training with the project directors in each community, and thus possibly have ameliorated some of the problems that resulted in trying to relate individual project goals and objectives to the overall objectives of the program.

Although each project was selected on the basis of community need, capability and willingness of the local Y to undertake such a program, and the extent to which it had developed community contacts with other agencies; additional lead time would have facilitated the involvement of community resources to an extent not instituted in all of the components.

The administrators of Operation Encouragement also operated with a philosophy that the local institutions were to be as autonomous as possible with only minimal coordination and direction from the downtown staff. This laissez-faire approach presented many problems, and some accommodation had to be made during the summer by redefining the role of the analysts and the manpower program specialists in giving technical assistance to the individual components. This became necessary as a number of components began to get involved in "fun and games" rather than fulfilling the intentions of the project.

Program Features:

The programs included in Operation Encouragement represent a pot pourri of ideas and activities. There appears to be no definitive rationale for the selection of these particular activities or for the inclusion of any particular combination of activities in any particular neighborhood or community.

The program components ostensibly were designed according to individual community needs. It appears, however, that the specific program features were only accidentally related to real community needs.

It is therefore extremely difficult to assess the value and impact of the various program features, since much of their success or failure are related more to the management skills of the individual project directors than to any inherent value of the technique per se.

If one attempts to measure the success of a technique in terms of the numbers of youth participating and the enthusiasm of the participants, the most successful techniques probably would be the Coffee House and the Go-Karts.

If the criterion for success is viewed in terms of whether or not the program increased the capability of teens to manage and operate their own programs, several programs appear to meet this criterion. These are the various Employment Centers, where teens served as job solicitors, interviewers and survey takers; the Teaching Teens to Teach, where teenagers planned and operated an educational program for younger children identified as potential dropouts; the Child Care Center, where teens supervised children in a day care center; and the Teens Helping to Assist Teens, where teens supervised a recreational program for younger teens.

These components also went the furthest in meeting the overall objective of the program which was to provide a demonstration of the manpower potential of Chicago youth, especially through the involvement of 13 to 15 year olds in education and work experience programs.

Those programs which were least successful were viewed as being victims of particular neighborhood occurrences (riots, teenage gang activity) and poor management of the project director.

Operation Dialogue, a study of early adolescent attitudes toward the world of work, was the only program interpreted to us as not having gotten off the ground at all. There was no opportunity to investigate the dynamics of this program, but apparently the major fault had to do with the director of the program.

After extensive discussion with Operation Encouragement staff about the program features and their relationship to the objectives of the program, the survey team made a number of observations and comments about the total program. These reactions were shared with the staff and discussed at some length.

Our comments were prefaced with the proviso that had the survey team had the opportunity to interview more operational personnel and to review the project during operation, the conclusions drawn might have been refined or modified but would not have changed significantly.

Near North Projects (Components A-1 through A-6)

Since the Near North Project represented over one-third of the total program, the survey team decided to do a more intensive evaluation of these several components, which were a coordinated package for the Near North section of the city. The following is a report of that phase of the investigation:

With an overall director on leave from the Chicago Commission on Youth Welfare (a public agency), these programs were administered through three extensions (each with an assistant director)--the East and North Extensions carved out from the Lawson YMCA service area and the West Extension which was the Division Street YMCA service area. The East and North extensions grew out of the planning and personnel of the Lawson Y and represented one approach to community mobilization (in which representatives of churches and public and private agencies were able to react to and/or advise on a plan, but the program itself went forth under what appears to be independent, tentative, and frequently unrelated auspices).

The West Extension Program appears to have been thrown into the hopper by a representative of the Division Street Y, but with little or no responsibility intended for the agency as such. The project was seen as an opportunity for many of the different agencies to come together in joint endeavor and for each to be stimulated to reach out more to young people in need. In fact, only two agencies out of a possible four or five actually operated programs as part of this effort and, in each case, their programs were isolated, uncoordinated, and possibly only an extension of their regular summer day-camp activities, under new funding.

Some of the stated objectives of Operation Encouragement were as follows:

1. "We will investigate the problems of administering manpower programs for teens and document our successes and failures."

Without the final evaluation by the Program Analysts to determine whether or not the report would present needed documentation, it is impossible to determine whether this objective was met. The interim status reports and problems (as well as the apparent lack of awareness of some of those problems) as they are discussed in the following pages suggest some limitations in the agency's ability to investigate.

2. "To gain greater insight, we will not only observe the difficulties created by teenagers, but the institutional obstacles as well."

There is scant evidence that any institutional structures were positively or creatively involved (with the possible exception of the sponsor) or were drawn into any pattern of continuing commitment. There is significant evidence that "special privilege" was used, and the Director felt that a chief accomplishment in the summer programs was that the participants overcome the institutions of law and regulation through manipulation and the use of the "federal establishment" with little consciousness of the tentative nature of that victory or its real meaning to the participants.

3. "We will investigate possible avenues of relating education and training to employment."

There is no evidence that any of this took place, that there was even a classification of the kinds of jobs obtained through the Employment Center, or that those who worked in the program (many of them school teachers) ever met with Board of Education, Trade Union or industrial personnel to discuss the implications of anything to which they and the participants were exposed in the 10 weeks of summer. In fact, the isolation of the summer experience from any continuing effect stands out as a major area of omission.

4. "We will seek to find that combination of exposures that will reveal to (the younger teens) . . the advantages of training and education and the disadvantages of prematurely entering the labor market."

Again, the lack of the final report and the lateness of our investigation prevented an effective evaluation of this objective. There appeared to be little conscious planning for the exposures for teens. A principal thrust for the younger teens was their placement into summer jobs, which may only inadvertently suggest the disadvantages of premature entry into the labor market. The Special Education Component which was to be a compensatory education program designed to help teens remain in school may have had some impact in this respect. This interviewer secured too little data on the program for evaluation, but it appears that the Special Education component was rejected by the teens as being too close to class work, and tours and trips were substituted.

5. The cooperative approach and the inter-agency endeavor are cited as principal ingredients of the Near North Program. Yet this appears to be a major area of breakdown. There was little or no agency involvement in the East and North, and much agency alienation in the West. There was little coordination of one component (or one extension, or one agency) contact with another. Further there was little relationship between what was happening in the field in the North Side area and other city-wide efforts of Operation Encouragement.

6. There is no economic data on the youths served, and so we cannot evaluate whether or not "disadvantaged" youth were indeed reached. There is some evidence of considerable middle-class participation. (Of those I talked with, one is preparing for Medical School, one to be a Veterinarian, and one to be a Registered Nurse.) There is also considerable evidence that YMCA and Settlement House registrants simply shifted over to these summer programs; with any outreach being largely confined to the contacts of the Y's Detached Workers.

Specific Program Components:

Component A-1 -- Special Demonstration Center

As a component this really appears to have served as a euphemism for an administrative core; in its operation it appears to have been inextricably linked with the Coffee House and those interviewed spoke warmly of the inseparability of the two. In fact, it seems that the Coffee House was the "demonstration center" from the point of view of the Director, the Assistant Director, and several of those employed by the Coffee House.

The Demonstration Center was designed to be a physical facility which would provide a multi-program both at the physical location and throughout the area to be served. Although the proposal called for a number of programs (e. g., Go-Karts, Employment Center, etc.), the proposal stated that the programs were to be developed around the expressed needs of the participants and provide facilities for job training and counseling resources, family and home skills education for girls, workshops and special educational programs in everyday problems for teens.

Unfortunately the physical juxtaposition of the Coffee-House-Demonstration Center and the executive offices of the Near North presented many problems. Chief among these was the fact that the decision-making process was never really vested with the teenage aides. Programs had been developed by the time the aides were hired and before the participants became involved. As a result, there was broad agreement that no youth were in any way involved in the planning process. To be sure, some of the day-to-day decisions on program at the Coffee House grew out of the interraction among staff and some of the participants, but in the main teenage decision-making was slight.

Except for scattered clerical, custodial, and dishwashing chores, there was no real job training facility at the Coffee House-Demonstration Center. Many teens viewed the Coffee House as a "hang-out" rather than as a business to be run for job experience. An informal training program was subsequently instituted--although somewhat late in the summer--to help the teens learn the various phases of running such a business.

All three Youth Enterprises appear to have only minimally involved youth in the formative stages, in the planning or hiring phases, in the dealing with basic problems of management or of relationships to the community or to authority, or in an evaluation of performance in relation to work, or an examination of problems, standards, and expectations.

Component A-2 -- Creative Talents

The Creative Talents program was to focus on the acquisition of skills in verbal communications like reading, writing, and listening, and to explore non-verbal techniques through the media of music, theater arts, sculpture, painting and newspaper writing. The underlying rationale for the program was to help teens develop skills which would help them relate more effectively to those with whom they would have to work.

The Creative Talents program attracted a number of highly competent technical staff who organized three workshops: Painting and Drawing, Newspaper, and Writing. Some of the difficulties encountered in the program had to do with the fact that this staff lacked experience in dealing with disadvantaged youth, especially in a teacher-student relationship. There was much "learning" that took place both by teacher and student.

The number of youth actually participating was small in comparison to other programs. This was attributed to the fact that the program depended on other agencies to recruit teens, and yet these agencies had little knowledge of the overall goals and objectives of the program. There were other organizational problems and administrative conflicts between sections participating in the program. The job description for teen aides was unclear and caused conflict and misunderstanding in the program. Difficulties in getting a stable group of teens aides and participants made for a very erratic kind of operation.

Unfortunately operational autonomy was not established by either the North Side Director nor Central staff, and the program suffered as a result.

It is clear that a program such as this should probably concentrate on more modest goals, accomplishable in the short span of a summer. The problems of organization, community relations, training of aides and technicians were too great to be overcome in the short 10-week period. Neither the talents of the teens nor those of the technicians were used properly, although a great deal of potential talent was uncovered.

There appear to have been several highly articulate, even erudite youngsters who possibly got some fulfillment out of seeing their words in print.

A Creative Talents program is certainly worthy of inclusion in future programming, provided sufficient pre-planning is done to alleviate organizational, administrative and other problems.

Component A-3 -- Teen Enterprises

The purpose of this phase of the program was to give teenagers an opportunity to operate their own "businesses" and to provide realistic experiences as "owners and operators" with all the roles from janitor to bookkeeper to be included.

A Coffee House -- "Up Tight" -- so dubbed by the teens -- was the major rallying point of the whole program. It was to have been planned and managed by youth. As mentioned earlier, the Coffee House and the Demonstration Center were one and the same.

Because of the frenzy involved in getting the operation going--preparing the facility for operation, establishing procedures and responsibilities for work and management, establishing procedures for requisitioning and ordering fixtures and apparatus, food and soda pop, etc., many of the objectives of the program--except for providing a hangout for teens--simply were not met.

There is every reason to believe that the Coffee House gave a lot of people a lot of fun, a few people a lot of status, and very many people a lot of trouble. In the course of this, some teenagers may have come to feel that work is fun, especially when it is organized like this.

Being organized like the Coffee House means that you take over a place that is guilty of gross building and fire code regulations, you use your contacts (it's only for the summer, it's for "kids," it"s for the Mayor, etc.) to get the code and law enforcers to look the other way (such appeals were used with the Alderman, the Police Captain, and the merchants down the street). There is ample evidence that the Coffee House survived only because all those it antagonized were assured that it was only temporary.

The Coffee House is certainly a program that the investigators feel had to be seen in action to be fully appreciated, since the degree of involvement of the youth could not be ascertained merely through reports and through interviews. Judging by the publicity it got in the newspapers, in the eyes of most of Chicago, Up Tight represented the heart of the Operation Encouragement Program.

A number of things could have been done to improve the operation of the Coffee House and to insure that it went further in meeting the objectives of the program:

1. The requirements for fire code, building regulations and legitimate licensing for the operation should definitely be met.

2. More lead time be provided to permit proper orientation of professional staff and teen aides.

3. An on-going training program in the management of a food service and entertainment business to be instituted as an integral part of the program. Local businesses could assist in this training.

4. Efforts be made to enlist the active support and participation of the police department as well as community agencies, institutions and individuals.

5. A more integral role for local community residents be built in. One possibility is to offer opportunities for planning and supervisory roles to community residents.

6. Teen participants and aides be permitted to share in the planning functions as well as in carrying out the decisions of others.

7. More attention be paid by administrative staff to organizing for proper supervision, discipline, and leadership development of teams.

The Coffee House--even with all its problems--had a number of positive features--it did provide teens with the chance to meet other teens from vastly different jobs; an opportunity to see what running a business was all about; and an opportunity to develop responsibility for something that was uniquely "their own."

Enterprise 2 -- Work Camp

The Work Camp was intended to provide a group work program for 100 fifteen and sixteen year olds, involving intensive skills instruction, leadership development, work habits and attitudes, and work camp experience. The program was conceived as a teen enterprise in that campers were to work in an undeveloped camp on a common project.

Because of the overflow of youth in the 14 and 15 age group who were seeking work, many were referred to the Work Camp. The idea of being paid to go to camp was intriguing to the youth, and so there was no problem in getting them to join the program.

Little definitive data were collected by the investigators on the Work Camp. It appears, however, that a group of ten teens and a counselor spent one week clearing trails, cutting bushes and digging ditches for a YMCA camp that is being built. The group then spent another week on in-town projects, painting or clearing empty lots in the City of Chicago.

According to the Near North Director, the work camp was a good experience for the youth, many of whom were reluctant to be away from their regular hang-outs for long periods of time.

Although the program undoubtedly had some salutary effect on the boys, the value of the experience as a training opportunity was not very great. Training was limited to very menial kinds of jobs. There is no evidence that the counselors utilized a group work technique to relate the experiences to the personal or career development of the boys, or to integrate the experience to their role as aides when they returned to the city.

Enterprise 3 -- Go-Kart Program

This program was intended to provide a skills learning experience plus a business operation experience for thirty teens. Go-Karts were to be rented, operated, maintained, repaired and utilized as a business endeavor by the youth. Teens also were to participate in seminars and workshops around safety, road rules, instructions on driving, mechanical repairs and business management.

The program was to be operated in the parking lot of Montgomery Ward's, a large mailing and retail establishment on the North Side. Fee racing was to be conducted for the teenage public, particularly on Sundays.

In terms of participation, the Go-Karts were certainly one of the most successful programs. It was estimated that the program was patronized by about 2, 000 youth between the ages of thirteen and twenty-one at some time during the summer.

The original plan for the Go-Karts had to be almost completely changed. In the first place, Go-Karts as a business (that is, charging fees and racing) is illegal in Chicago (it is strange that the proposal writer had not thought to check out this important fact prior to developing the program). As a result, the program had to shift its emphasis to driver training, safety, and the mechanical-technical aspects of the program.

The program also had to await the arrival of Karts which took over two weeks. During this time, at the suggestion of the Manpower staff, a

training program was instituted. This training was invaluable in establishing some of the vocational rather than merely "fun" aspects of the Go-Kart operation.

In spite of the difficulties encountered in getting the program started, there were a number of positive features in the Go-Kart program. Chief among them was the enthusiasm and participation of a large number of youth; the participation of youth from other Operation Encouragement programs thus providing for some interaction among different teens; the involvement of and donation by Montgomery Ward of posters, printed materials, publicity, etc. free of charge; and the ability of the teens to manage the operation.

Component 4 -- Teaching Teens to Teach

The Triple T program employed a number of teenagers to design and operate an educational program for youngsters six and seven years old. Teenage participants were recruited through recommendations from the local school district. Target youngsters with educational deficiencies were identified by the local school psychologists.

The objectives of the program were to provide a creative and challenging work experience for the teens, and to provide assistance with educational problems for the six and seven year olds. The teachers were selected on the basis of their responsibility, dependability, and ability to work with children. In the main, these teens were given the responsibility for supervising TTT activities, which included games, arts and crafts, reading, writing, arithmetic, individual guidance, and field trips for the teen aides.

One of the interesting features of the program was the age of the "teachers"--of the fifteen, fourteen were between the ages of 13 and 15. This also was one of the few programs which built in a role for parents. Parents of teen teachers were brought together to discuss the vocational implications of the summer experience; a number of the parents accompanied the group on field trips. The parents of the six and seven year olds also were involved in group discussions on the importance of the home environment in affecting school learning.

The program was invaluable in giving young and middle teenagers an on-the-job experience which was similar to what would be received in the profession of teaching.

If there were any faults in the program, it was that it suffered somewhat from isolation from other components in the Near North Project. The fact that the program was identified with the two sponsoring agencies--Onward House and Northwestern University Settlement--had both negative and positive influences.

The program did not involve the wider community, but local acceptance of the sponsoring agencies made recruiting of teenage teachers and children easier, and also made for a smoothly operating program.

Component A-5 -- Employment Center

Three employment centers were established on the Northside in each of the three general communities served by the Coffee House-Demonstration Center and the two Extension outposts.

The Centers attempted to place youth, 16 through 21, in full and part-time jobs within the neighborhood. In each Center, six teens were responsible for job orientation and counseling, soliciting prospective employers, recruiting teens who wanted work, keeping records and follow-ups on placements. One Center, located in the West Extension operated quite differently from the others.

Some difficulty was initially encountered in the East Extension in recruiting teen aides in the 16 through 21 age group, although there was an abundance of youth in the age bracket 13 through 15. As a result, the East Extension aides were a younger age group than those at the other two Centers.

Job solicitation was a new and frustrating experience for the youth, and the Manpower Development Specialists were asked to assist the aides in developing procedures and forms which would make the task easier. These specialists also arranged for an exchange of information between the various Employment Center Directors as to how to solicit for jobs and how to match youth to jobs. All agreed that this kind of training should have taken place at the outset of the program.

A number of problems were encountered by the younger aides in the East Extension. Because of their age and immaturity they found it difficult to see or to convince personnel managers or foremen. The more youthful aides were most successful in contacting local storekeepers.

The West Extension Center took place at the Division Street Y. The objectives of the program were similar to the other Employment Centers, but the program was organized differently because the main youth employment problem in the area was not in obtaining jobs for teens, but rather in keeping youth on the job once they were hired. The Employment Center thus offered individual counseling and placement coupled with a support program of group "counseling" sessions. This program was run by the Detached Workers of the Y, and dealt only with the youth gangs in the area. Teen aides or "consultants" as they were called were selected on the basis of their being leaders or "heavies" in their particular area. They were expected to wield a great deal of influence with their members. The aides

were responsible for promoting the class sessions and encouraging their members to attend; they also were responsible for discipline and order during the class sessions. Of the six consultants, four succeeded in having youth attend classes regularly. As a result, two classes were discontinued.

Job solicitation was the sole function of a 22-year old assistant. Since this person had previously performed employment functions in the "Y" program, most of his jobs were obtained through former contacts.

Except for this unique feature of the Division Street Employment Center, the Near North operated their Centers along somewhat traditional lines.

The program could have been improved considerably by making use of the resources of the Manpower Specialists in on-going training for aides in interviewing, job solicitation, and community surveying. The Manpower Specialists could have done more to relate the employers to the program. There also should have been more exchange among the Centers on the development of forms, the sharing of problems, and the pooling of jobs and job seekers.

Another area which could have been strengthened is the relationship of the Centers to already existing employment programs in Chicago, as well as to the State Employment Service, especially the Youth Opportunity Centers. Operation Encouragement was a "homegrown" employment effort and its efficiency was impaired as a result.

Although the Centers found jobs for many, many youth, there is some question in the mind of the investigators as to whether the job could not have been done better by a more professional organization or agency. The task of the Centers was really too broad for its resources. Perhaps a better program might have been to concentrate on finding jobs for the fifteen year old and under--a group not now serviced to any large degree by any program.

Component A-6 -- Special Education

A special education program for teens was to be operated at the Demonstration Center and the East Extension outpost. This was designed as a compensatory education program to help youth continue in school so that they do not enter the labor market prematurely and inadequately prepared. Professional teachers were hired to run the program, and the content of the program was left to them. The program was initially designed for two groups--the under-achiever and the gifted.

Due to the lack of investigating time, little data were collected on this program in terms of whether it met its goals as outlined in the proposal. It does appear that the discussion aspects of the program had to be abandoned because the teens did not want to engage in activities that resembled regular school.

Some of the teachers in the program had difficulty in working without a syllabus or defined curriculum. Those teachers who were more creative found the experimentation in the program challenging. There does not appear to have been any attempt to build skills or do remedial work. Rather the youth were taken on tours and trips to places they wanted to see. There was very little discussion of school or employment and the program resembled more nearly a day-camp program than a Special Education program.

Summary: (Observations and Reactions)

1. The underlying philosophy of Operation Encouragement--increasing the capability of teens to manage and operate their own programs is viewed as meaningful and sound, although not a new concept. Regardless of the specific component, a shared theme ran throughout--that is, teen employment and responsibility for the program.

2. The program afforded a good balance of social, recreational, and responsible activities with many opportunities for teaching and helping others. Some of the roles undertaken by the youth provided a basis for future development as a person, and in school and career lines. A number of programs were invaluable for exposing youth to new career lines. In the opinion of the investigators, these were the Child Development Center (Teen Service Project), and the Teaching Teens to Teach.

3. The work performed by the teens was not "make work" or busy work. The project offered real work opportunities, with the opportunity to earn money during the summer.

4. The project established that it is possible to carry out a work experience program with relatively inexperienced and unskilled youth. It appeared that the most creative programs were those operated by the youth themselves.

5. The project demonstrated that younger teens (13 through 17) can assume positions of considerable responsibility--positions which are normally viewed as being the sole province of older youths or adults. This was most evident in the operation of the Coffee House, Teaching Teens to Teach, and the employment centers where teens were employed as job solicitors, interviewers, and survey teams.

6. The work done in the Employment Centers documented the fact that there are legitimate and valid summer jobs available for 13 through 17 year olds. The main problem is to supply the link between those youth seeking work and those employers willing to hire such youth.

7. Although the program was designed to serve disadvantaged youth, the investigators questioned whether such youth were actually served in great numbers in the total program. Part of the difficulty in fulfilling this objective had to do with (a) the location of some programs in areas of the city which are not normally defined as disadvantaged; (b) the kind of youth hired

in the program; some programs required a high degree of sophistication and maturity on the part of the youth, e. g., The Child Development Program and Teaching Teens to Teach; and (c) the selective hiring practices in some projects undoubtedly screened out the less able and possibly more disadvantaged youth.

The difficulty in assessing this aspect of the program lies in the fact that there is no adequate definition of what is meant by "disadvantaged." Even some of the youth from relatively stable communities were found to be educationally deficient and could be called "disadvantaged" in this respect.

It should be pointed out that Operation Encouragement did not operate in a large Southside Negro area of the City, which by every indice of socio-economic and other factors has been defined as disadvantaged. The administrators of the program recognized that this community should have been included, but time did not permit the development of a program in the face of a lack of a coordinating community agency in this vast geographic area.

8. It is hard to assess the impact of the program on the neighborhoods and communities where the project took place. Although the project stated one of its intentions was to experiment with a cooperative approach to the solution of youth employment problems, there is only scant evidence that the projects helped communities to develop new and successful ways to relate to youth in the community. The involvement of other agencies as an integral part of the program varied considerably from project to project.

In one area, with considerable racial tension as a result of a racially changing neighborhood and the emergence of teenage gangs, the project represented a beginning step for community agencies and institutions to come together around youth problems.

In another area which had received nationwide publicity as the scene of white violence against civil rights demonstrators, the project was eventually able to involve local churches as well as some parents in the program. This component experimented with integrated survey teams, but abandoned this technique because of the hostility of home owners and the fear of an incident.

In the Near North Area, interracial and inter-agency cooperation were most apparent. In one section where there had been Puerto Rican rioting, white and Negro parents got together to escort groups of teens to tutoring sessions.

9. The program <u>in toto</u> achieved only limited success with respect to the use of the manpower program specialists in developing "creative employment and training programs in each local project." There is no evidence that new and creative techniques were developed as a result of the inclusion of this component.

The technical assistance given by the manpower specialists was given on an ad hoc or problem basis. There did not appear to be any attempt on the part of these specialists to shape the program towards providing the most meaningful work experience for the particular neighborhoods. Part of the reason for this was that the project design had already been developed for each neighborhood, and the manpower specialists were not expected to modify it but rather to act as resources in procedural matters.

Then, too, because the total program operated under a philosophy of local autonomy for each project, the individual project director had the major responsibility for program development and implementation.

The manpower specialists did meet with the project staff in order to facilitate some kind of overall consistency in the manpower programs, and through such meetings helped to redirect or focus the program on manpower. However, in the main, their assistance or intervention was mainly at the behest of the project director.

In spite of a wealth of experience developed through former association with the J. O. B. S. project, and an intention to involve business and industry in the operation of the program, the manpower specialists did not inject themselves in the program to insure the meeting of the manpower objectives of the program.

In the opinion of the investigators, these specialists could have assisted much more in involving business and industry in creative ways; in helping to define and assess the validity and legitimacy of the jobs obtained; and in helping to insure the nature and quality of the supervision of the youthful job solicitors, especially since they were the main link to the employer group.

10. The experimental and development function which had to do with developing realistic cooperative work projects with unions was a total failure with respect to its immediate impact on Operation Encouragement.

The Work Development Specialists did meet with a number of labor union officials and did indeed establish a climate for further exploration.

The investigators saw no evidence, however, that the Work Development Specialists had a clear understanding of the mandate outlined for them in the proposal. There appeared to be no attempt on their part to request specific service of union officials, services which could immediately be incorporated into Operation Encouragement.

The doors were opened for future dialogue, but there was no attempt to integrate any of the findings into the project this summer. Although many of the young people in the program were entering paid employment for the first

time, no attempt was made to acquaint them with the potentials of eventual union affiliation through apprenticeship or other programs.

In the main, this component operated quite independently of other features of the project. There is no question that the work done by these specialists holds tremendous promise for future projects. The investigators question the value, however, of establishing personal relationships with union officials (first-name basis developed by work development specialists) rather than a project or institutional identification. The carry-over from this summer to other programs should not be solely dependent on whether these two particular specialists remain on staff.

11. Operation Encouragement cannot be viewed as a single entity--instead it should be described as seventeen distinct programs, fielded in six different locations, with further geographic subdivisions within these locations.

Such a project presents many administrative and programmatic headaches. The philosophy of the program which was to encourage a great deal of autonomy in each project is seen as somewhat less than ideal in this situation.

The overall program goals, while not in conflict with the specific project goals, appear to have received less emphasis in the day-to-day operations in the unit. In order to accomplish these broad goals, it is necessary that operating personnel have a clear understanding of how their project relates to the total program.

The question posed by the investigators is whether one can manage such a complex and diversified project by letting each component set its own pace. The role of central staff in intervening and in offering technical assistance is thus crucial.

We are of the opinion that central staff could have done more to insure that the programs were related to stated objectives, and to assist project directors when it was obvious that the operation was going awry. Perhaps it was expecting too much of project directors that they be able in the short period of the summer to operate efficiently and effectively with such complicated program activities. Some of the burdens could have been alleviated by the central development of forms, interview schedules, survey forms and the like--leaving the individual project to modify them in any way it saw fit. The unevenness in actual operation and the inconsistency in documentation is directly related to the lack of control and coordination by the central staff.

Much more could have been done, too, in the area of staff training at various stages of the program.

12. Overall, the project set out to employ some 730 teenagers and to involve some 7,000 others as beneficiaries of various services and activities. There is every evidence that the project went over its goal in terms of the numbers of teens employed and the numbers of youth who were reached.

The unevenness from project to project; the isolation of some components from others--not in terms of geography but in terms of its relationship to other features; the over permissiveness in terms of discpline and supervision of some of the teens; the lack of defined criteria for job solicitation; and the general loose administration of the program does not detract from the fact that a great many youth were involved in a great many activities as a result of the Operation Encouragement program. One would certainly have to question, however, the quality of the experience for many of the teens in this program.

IV. Summary and Recommendations

In general summer youth employment programs are designed to (1) offer youth wholesome, income-producing activity while they are out of school; (2) allow them the opportunity to become acquainted with jobs and work through first-hand experience; (3) to let them explore vocational possibilities in order to become better prepared to make their own vocational choices; and (4) to learn -- again, first hand -- something of the expectations and requirements of employers, as well as their responsibilities as employees. Added to these general goals are more specific objectives, directly related to the needs and problems of some youth. These include: diagnosis, remediation, motivation, and skill development.

Thus, if described in the simplest form, the demonstration projects reviewed in this analysis were concerned with new ways of producing more jobs for more youngsters, and with developing new techniques for dealing with certain of their disadvantages. Experiences in those projects reviewed produce a number of lessons which should be remembered in the planning of future programs. Although most of our recommendations have been mentioned in the preceding sections, there are some points remaining to be discussed here.

Planning and Orientation

1. In the development of new programs, it is important that contractors be allowed sufficient lead time. They need from 60 to 90 days to design their program, recruit and hire staff, coordinate their activity with those of other agencies, train staff, seek work and training openings, and recruit and screen enrollees.

Contractors interviewed in this study felt they were not allowed sufficient time to plan and implement their programs and agreed that this had a serious effect on their impact. The summer period is a short enough time in which to operate an effective program. Time for planning, coordinating, recruiting staff and the many other things that must occur prior to opening the doors, is essential.

2. For such demonstrations to have any consequences in terms of future programs, some means of measurement must be built into the project's design, so that the value of various techniques and methods can be properly assessed. All too often original goals were lost in the attempt to provide service.

As the funding agency responsible for the development of findings, it is incumbent upon OMPER to (a) assess the experience and capabilities of

applicant agencies to perform according to the terms of the contract; (b) make available such advice and technical assistance as may be necessary to assist the contractor in performing according to the project's design; (c) insure that proper instruments are included in the overall design so that objective measurement is possible; and (d) monitor the progress and operation of the project to insure that the demonstration is developing according to design.

3. Since summer programs are short-term efforts with definite terminal dates, existing agencies that have employment related programs find it less difficult to implement such projects and to phase them out. Such efforts are regarded as one part of their program and not their total program, and as a result they are less likely to be confronted with serious problems when it comes to recruiting staff, locating facilities, terminating the project, etc.

4. From all of the projects reviewed, there was little evidence of youth having been involved in the planning of the program. The JFK project in Boston had as one of its major components youth involved in evaluating this experience for the purpose of developing recommendations for future programs. However, none of the projects involved youth in the beginning to find out what they wanted.

5. Every attempt should be made to see that programs are coordinated at the community level. While the contractor may be clear on the difference between his program and those of other agencies, the youth and prospective employers are not. Hence coordination is important to avoid duplication, overlap and confusion

Summer youth employment programs are being promoted and funded by a number of different agencies, hence it is important that coordination be attempted at both the national and local levels to avoid duplication, competition and confusion.

6. Each project should be required to offer orientation and training to its staff prior to the beginning of the program. It is essential that all project staff have full knowledge of the agency, the project goals and objectives and his own responsibility

Some project administrators seemed to lack a sense of clarity of the goals and objectives of their programs. Although their proposals spoke in specific terms about experimental and demonstration features, they seemed to have only the slightest awareness of them.

7. If programs are to service "hard core," "high risk" youth, then careful attention must be paid to their content and proposed recruitment

plans. Most of the programs reviewed during this study had few really "hard core" youth among their enrollees.

8. Attempts at basic education in most of these projects were poor. OMPER should make available to project directors and planners the experience of other projects in the development and use of curriculum materials, etc. since many do not seem to know where to start.

Program Implementation and Operation

By and large the agencies did a commendable job in getting their programs started and off the ground. As mentioned, those agencies with existing staff and manpower programs had little difficulty shifting into (or adding) the summer programs. By way of contrast, we should mention that one of the largest projects (Watts Labor Action Committee) was able to recruit a large staff and some 2,000 trainees although they had no existing program.

Of course, delays in contract approval and funding caused serious operational problems for a number of projects. This was particularly true of those projects whose funds for trainee stipends and cultural enrichment components were delayed.

Some projects were adept at supplementing their original budgets with gifts (monies, services and materials) from local donors or sponsoring groups, such as unions, to cover vital activities not included in the original budgets such as recreation, lunches, rewards, etc. Again, the best example of this was the Watts program which received food and money for lunches from area labor unions.

Perhaps the most serious operational problem found was with those agencies who had intended to develop vest-pocket playgrounds and Tot Lots but were held up awaiting clearance from their local governments. It would seem that if the major work component involved the building of such playgrounds, then proper clearances for the use of proposed sites would have been checked. However, this was not always the case and as a result work crews were delayed or given make-work assignments until such clearances were obtained. As a result of their continuous dealings with City Hall, Action Housing in Pittsburgh had no difficulty in obtaining the use of such land, but other projects were not so fortunate.

Several projects (YOC's Project TIDE, Boston College's Project FIT, Project Encouragement in Chicago, and the Youth Demonstration Project in Kansas City) sought in their demonstrations to coordinate programs on a national, multi-county, or city-wide basis. We were impressed with the ability of these agencies to develop the kind of structures, cooperation and

communication necessary to begin to operate such programs successfully. We also recognize the many advantages in having programs operated in this fashion. However, we do suggest that in the future more attention be paid to possible weaknesses and problems inherent in operating on such a large scale. For example:

1. In the YOC program time and means of communication were just not adequate to allow program goals and objectives, and methods of operation to be made clear to 33 different Youth Opportunity Centers all over the country.

2. Project Encouragement in Chicago attempted to run more than twenty separate activities in different neighborhoods all over the city, and these were to be operated through subcontracts with various neighborhood agencies. Because of the proliferation of activities and delegate agencies, a tremendous burden was placed on the administering agency in terms of coordinating and monitoring all of the various activities. Hence a rather large and competent staff was needed at this level to insure even the minimum in results and measurement.

While the above comments have had to do with problems in this year's programs, we would like to in the following section list several possible areas for new programming.

1. It would be wise to continue and expand job producing projects such as the Boston College-Franchise Industry program since they yield large numbers of jobs with the least amount of time and effort.

2. Similar arrangements should be sought with labor unions, professional associations, other trade associations, etc. since here, again, the volume of return would be much greater than could be expected from individual projects with local contractors.

3. Attempts should be made to open large numbers of summer jobs to youth in federal departments and government installations. The experience of the Kansas City project suggests such placements can be most productive.

4. It should also be possible to obtain jobs in agencies and facilities of state and local governments on this same basis. Cities, for example, should be amenable to developing summer internship programs allowing youth to serve in all of their departments and agencies. In addition to the potentially large number of job categories involved, the possibilities for job exploration and experience would be tremendous.

5. Serious thought should be given the expansion of community service activities by youth. The experiences of two of the projects (Watts Labor Action and Action Housing) showed youth could develop play lots and other neighborhood facilities which provided them work experience while allowing them to gain recognition in their community.

6. The whole area of placement in nonprofit agencies should be reexamined for the possible development of sub-professional experience and training. Now most youth placed in such agencies are given clerical and housekeeping assignments.

7. Particular attention should be paid to the development of projects aimed at the younger age groups -- 13, 14, and 15 year olds. Currently, this age group receives little attention although their need is great.

8. If possible, urban work-training possibilities should be developed for rural youth who intend to migrate to the city. Through special summer projects involving transportation and/or housing they can become acquainted with the job in the city.